

In presenting the dissertation as a partial fulfillment of the requirements for an advanced degree from the Georgia Institute of Technology, I agree that the Library of the Institute shall make it available for inspection and circulation in accordance with its regulations governing materials of this type. I agree that permission to copy from, or to publish from, this dissertation may be granted by the professor under whose direction it was written, or, in his absence, by the Dean of the Graduate Division when such copying or publication is solely for scholarly purposes and does not involve potential financial gain. It is understood that any copying from, or publication of, this dissertation which involves potential financial gain will not be allowed without written permission.

.. . A A .

3/17/65
b

THE ROLE OF THE STATE IN OUTDOOR RECREATION

A THESIS

Presented to

The Faculty of the Graduate Division

by

William Curry Peacock

In Partial Fulfillment

of the Requirements for the Degree


Master of City Planning


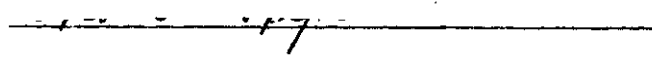
Georgia Institute of Technology

June, 1965

THE ROLE OF THE STATE IN OUTDOOR RECREATION

Approved:


Chairman



Date Approved by Chairman: June 3, 1945

ACKNOWLEDGMENTS

The author wishes to express his appreciation to Professors Howard K. Menhinick and Malcolm G. Little, Jr., of the Graduate City Planning Program of the Georgia Institute of Technology for their guidance and encouragement in the preparation of this thesis and throughout his period of graduate study. Special thanks go to Guy Kelnhofer, Jr., for his assistance and encouragement.

Particular appreciation and gratitude are expressed to Dr. Hugh B. Masters, Director of the Center for Continuing Education, University of Georgia, and Charles Pyles, Georgia Institute of Technology, for their invaluable assistance during this study.

Appreciation is also expressed to Miss Natelle Isley, Architectural Librarian of the Georgia Institute of Technology, for her assistance in obtaining reference materials.

The author wishes to thank his wife, Gale, for her encouragement, help, and understanding during the development of this study and throughout his entire period of graduate study.

TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS	ii
LIST OF TABLES	iv
LIST OF ILLUSTRATIONS	iv
SUMMARY	v
CHAPTER	
I. INTRODUCTION	1
II. STATE OUTDOOR RECREATION ACTIVITIES	3
Recreation Planning	
Comprehensive State Planning	
Comprehensive Recreation Planning	
Separate Departmental Planning	
Provision of Recreation Facilities and Programs	
State Regulation of Recreation Activities	
Boating Regulations	
Water Pollution Control and Abatement Laws	
Land Use Regulations	
Intergovernmental Recreation Activities	
Local Governments	
Federal Agencies	
Assistance to Local Governments	
Technical Assistance	
Financial Assistance	
Stimulation of Private Programs	
III. ADMINISTRATION OF OUTDOOR RECREATION ACTIVITIES	40
State Activities	
Single Agency	
Inter-Agency Council	
Two or More Independent Agencies	
Intergovernmental Activities	
Interstate Activities	
Intrastate Activities	
IV. CONCLUSIONS AND RECOMMENDATIONS	80
BIBLIOGRAPHY	85

LIST OF TABLES

Table	Page
1. State Outdoor Recreation Activities	5
2. Recreation Facilities and Services Provided by States	13
3. States that Offer Financial Assistance for Recreation to City and County Governments, May, 1965	34
4. Agencies Responsible for Administration, Coordination and Planning of State Recreation Programs	42

LIST OF ILLUSTRATIONS

Figure	
1. Elements of a State Outdoor Recreation Program	4
2. State Government Organization for Outdoor Recreation in New Jersey	55
3. State Government Organization for Outdoor Recreation in California	59

SUMMARY

State recreation activity has increased in recent years. This has been due to two main factors: (1) the recommendations of the Outdoor Recreation Resources Review Commission which suggests that states organize more efficiently to administer recreation programs and initiate long-range planning programs and (2) the passage of the Federal Land and Water Conservation Act of 1964 which requires states to initiate long-range planning programs in order to be eligible for Federal funds.

The purpose of this study was to determine the role of the states in organizing for and administering outdoor recreation programs. The study points out that the states have a major responsibility for providing leadership in planning and coordinating of all recreation activities in the state whether they are initiated by local, state or Federal Governments.

The study investigated existing programs of state recreation agencies and state planning agencies to determine the types of recreation activities the states are engaged in as well as some of the approaches that states have used in planning for outdoor recreation activities.

The study indicated that state recreation programs have been administered either by a single agency, a council of agencies or by two or more independent agencies.

Recreation planning programs have been developed: (1) as an element in a state planning program, (2) as a comprehensive recreation planning program relating all recreation activities of a state to each other, or (3) as separate planning programs for each recreation agency in planning its own operations.

The study recommends that states consider including the following elements in a comprehensive outdoor recreation program: (1) recreation planning as a part of a state planning program, (2) coordination of all outdoor recreation activities of state agencies and Federal and local Governments, (4) adoption of measures to stimulate private recreation activities, (5) adoption of laws regulating recreation activities and (6) construction and operation of metropolitan and regional parks.

The study points out that there is no one recreation organization appropriate for all states. The form of organization depends on the organization of state government in the particular state.

CHAPTER I

INTRODUCTION

State outdoor recreation activity has been stimulated by two major events within the past few years. The first influence was the publication of the Outdoor Recreation Resources Review Commission report which recommended that the states:

1. establish within its government a focal point for the consideration of outdoor recreation;
2. prepare a long-range plan for the development of outdoor recreation opportunities;
3. undertake a program of land acquisition and development as scheduled in the state outdoor recreation plan;
4. exercise their regulatory powers to maintain and improve outdoor recreation opportunities; and
5. act jointly in meeting outdoor recreation problems that are interstate in character.¹

The second influence was the enactment of the Land and Water Conservation Fund Act of 1964. The Act designated the states as the level of government to administer the funds that are made available. It requires the states to develop comprehensive recreation plans in order to be eligible for funds for planning and acquisition of recreation areas.²

There are two general purposes of this study. One purpose is to determine the types of activities that are included in state recreation

programs and to attempt to suggest other recreation activities and services that states might consider in establishing comprehensive recreation programs. The second purpose is to determine what agencies administer state and intergovernmental recreation programs, to describe their organization, their advantages and disadvantages and to suggest alternative methods of administering recreation activities.

Information for this study was obtained from correspondence with state outdoor recreation and planning agencies. Also, interviews were held with officials of the Bureau of Outdoor Recreation and of several states. In addition, an extensive review was made of available state recreation reports, recreation plans and other pertinent material describing outdoor recreation activities and their administration.

Chapter II discusses the types of activities states are undertaking and suggest other activities the states may wish to consider. Chapter III discusses the agencies administering outdoor recreation activities and how they are organized. Chapter IV suggests guidelines for states to follow in establishing a comprehensive recreation program.

CHAPTER II

STATE OUTDOOR RECREATION ACTIVITIES

Most states, under the impetus provided by Federal funds, are beginning to develop comprehensive outdoor recreation programs. Some of these states are involved in statewide planning programs relating recreation activities to over-all state development objectives. Other states are preparing comprehensive recreation plans which relate all recreation programs of the state to each other but not to other state activities. Still other states have limited their recreation planning to separate departmental planning programs.

This chapter presents a general description and analysis of state activities in the development of outdoor recreation programs. These activities can be classified into six types: (1) recreation planning, (2) provision of recreation facilities and programs, (3) state regulation of recreation activities, (4) intergovernmental recreation activities, (5) assistance to local governments, and (6) stimulation of private programs. Figure 1 identifies the elements that have been included in state outdoor recreation programs. Table 1 lists the activities of each of the states in the field of outdoor recreation.

Recreation Planning

Outdoor recreation planning has been carried out by states in three principal ways: (1) as an element in a comprehensive state planning program, (2) through comprehensive recreation planning, and

Outdoor Recreation Programs

Provision of Outdoor Recreation Programs and Facilities	Local Assistance Programs	Programs of Coordination	Regulatory Measures	Recreation Planning
Parks	Technical	Interdepartmental	Boating Safety	Inventories
Fish and Game	Financial	Federal	Pollution Control	Assessment of Demands
Forests	Other	Local	Land Use Regulations	Determination of Needs
Boating		Private	Other	Program Formulation
Historical areas		Other		Other
Other				

Figure 1. Common Elements of a State Outdoor Recreation Program.

Table 1. State Outdoor Recreation Activities

May, 1965

	Local Assistance Programs			Coordination Programs		Enforcement of Regulations			State Recreation Planning			
	Technical		Financial	Federal	Local	Boating	Pollution	Land Use	Separate Departmental Planning	Comprehensive Recreation Planning	Comprehensive State Planning	Now engaged in Comprehensive planning to be Eligible for Federal Funds
	Community Planning	Recreation Planning										
Alabama	X			X		X	X		X			X
Alaska	X			X		X	X		X			X
Arizona			X			X	X		X			X
Arkansas	X					X	X		X			X
California	X			X	X	X	X		X	X	X	
Colorado				X		X	X		X	X		X
Connecticut		X	X	X	X	X	X		X			X
Delaware	X		X	X		X	X				X	
Florida	X			X	X	X	X		X			X
Georgia	X					X	X		X			X
Hawaii	X			X	X	X	X	X			X	
Idaho				X		X	X		X			X
Illinois	X			X	X	X	X				X	
Indiana		X				X	X		X			X
Iowa	X					X	X		X			X
Kansas		X		X	X	X	X		X	X		X
Kentucky	X				X	X	X		X			X
Louisiana	X	X			X	X	X			X		
Maine				X	X	X	X		X			X
Maryland				X	X	X	X		X			X
Massachusetts			X	X	X	X	X			X		
Michigan		X		X	X	X	X		X			X
Minnesota		X	X	X	X	X	X		X	X		X
Mississippi	X			X	X	X	X		X			X
Missouri		X		X	X	X	X		X			X
Montana							X		X			X
Nebraska						X	X		X			X
Nevada							X		X			X
New Hampshire				X	X	X	X				X	
New Jersey	X	X	X	X	X	X	X				X	
New Mexico				X		X	X				X	
New York			X	X	X	X	X		X			X
North Carolina	X	X			X	X	X		X			X
Ohio					X	X	X		X			X
Oklahoma	X					X	X		X			X
Oregon				X	X	X	X		X			X
Pennsylvania		X		X	X	X			X			X
Rhode Island				X	X	X	X		X			X
South Carolina						X	X		X			X
South Dakota						X	X		X			X
Tennessee	X	X		X	X	X	X			X		
Texas				X	X	X	X		X	X		X
Utah				X	X	X	X				X	
Vermont		X		X	X	X	X		X			X
Virginia		X			X	X	X		X			X
Washington				X		X	X		X			X
West Virginia				X		X	X		X			X
Wisconsin		X	X	X	X	X	X				X	
Wyoming				X					X			X

Source: Outdoor Recreation Resources Review Commission Report No. 14 and Correspondence with individual States.

(3) by separate departments with recreation responsibilities. Comprehensive state planning programs have included recreation plans in their proposals for developing and financing state facilities and services. Comprehensive recreation planning has related all recreation programs of the state, such as parks, forests and wildlife resources to each other. Unlike comprehensive planning, it treats recreation as a single, isolated function. In a separate departmental planning program, the department determines what its needs are and what facilities will be required to meet these needs, and then it develops its own program. Where it has responsibility for only a part of the state's recreation program, some recreation activities may be neglected in this approach.

Comprehensive State Planning

Delaware, Hawaii, Illinois, New Hampshire, New Jersey, New York, Utah and Wisconsin are developing recreation planning as one element in an overall state planning program. The advantage of this approach is that the development of recreation resources can be given proper consideration in all plans for state facilities and services. Financial planning for recreation can also be more realistic when recreation needs are balanced against overall state financial needs. More states should give consideration to including recreation as part of a comprehensive state planning program, since recreation needs can be evaluated more rationally in light of overall state needs.

Thus far, only Hawaii has begun the preparation of a comprehensive physical development plan for the whole State, including specific land use plans. The Department of Planning and Economic Development is the State planning agency responsible for the preparation of the development

plan of which recreation is an element. Although parts of the development plan have been completed the outdoor recreation element is being prepared. The recreation part of the State plan will designate areas for sightseeing, recreation and vacation activities for both residents and out-of-State visitors. Included will be detailed plans of parks, shorelines, scenic roads and parkways, and tourist facilities. It will contain projections of future recreation demands and a program to meet them. The recreation proposals will be developed within the context of the overall State plan.³

In Wisconsin, the Planning Division of the Department of Resource Development has developed a State plan, including recreation, working in cooperation with the Conservation Department, State Highway Commission, State Historical Society and State Recreation Committee. The plan seeks to translate the "economic and population growth potentials into demands for transportation, land, recreation and selected public and semi-public facilities."

The recreation element of the plan included: (1) an inventory of the quality and distribution of outdoor resources and publicly-owned recreation facilities outside city and village limits and (2) the present status and future trends of recreation demand for the major types of recreation. A program was formulated for environmental corridors; water resources and water-oriented recreational activities, such as swimming, boating, fishing, water skiing, and canoeing, land resources and related recreational activities, such as camping, hiking, hunting, skiing, and picnicking; and pleasure driving and sightseeing.⁴

In Delaware, the State Planning Office, working with the Board

of Game and Fish Commissioners, State Park Commission, State Forestry Department and State Highway Department, will prepare a State plan which includes recreation as an element. Recreation plans, to be prepared in conjunction with State public facility studies, will consist of a survey and analysis of public and private recreation facilities, a determination of recreation needs and the appropriate action to be taken by state or local governments to meet those needs.⁵

The responsibility for State planning in New Hampshire rests with the State Planning Project of the Department of Resources and Economic Development. An important phase of the State Planning program is planning for the State's long-range recreational needs. Recreation data is being provided by the Division of Parks of the Department of Resources and Economic Development, the Fish and Game Department, the Natural Resources Council, Water Resources Board, State Historical Commission and the Department of Public Works and Highways. A study is to be made of the State's recreation history and of the impact of social and economic changes on recreation demands. An inventory of present recreation areas and an identification and evaluation of areas worthy of preservation is to be undertaken. An action program will be prepared to guide the future development of public and private recreational areas. One aspect of the program will be the coordination of plans and programs of local, State, and Federal recreation agencies and organizations.⁶

Detailed information on the New Jersey, New Mexico and Utah State planning program was not obtained through the survey that was conducted. However, in New Jersey, the Division of State and Regional Planning of the Department of Conservation and Economic Development is

preparing the State plan. Other Divisions in the Department that are contributing to the plan include the Division of Fish and Game, the Division of Resource Development and the Division of Water Policy and Supply. The Department of Highways is also working with the State and Regional Planning Division.⁷ In New Mexico, the State Planning Office will prepare a State plan. The recreation part of the plan will be prepared by the Office with staff and financial assistance from the Department of Fish and Game and the State Park and Recreation Commission.⁸ In Utah, the State Park and Recreation Commission and the Department of Fish and Game will jointly prepare a recreation plan under the general supervision of the state planning coordinator who is responsible for state planning.⁹

Comprehensive Recreation Planning

California, Louisiana, Massachusetts, Kansas, and Tennessee have developed comprehensive recreation plans. In California and Tennessee, these comprehensive plans are now being included in an overall state planning program.

The advantage of comprehensive recreation planning over planning by each individual department is that all of a state's recreation activities are related to each other in a single, coordinated program. When part of a comprehensive state planning program, this approach has few faults. When the recreation plan is developed by itself, outside of a state planning effort, it will be faulty. The main disadvantage of this approach is that recreation proposals may not be related in an adequate manner to other state functional programs, such as highways. Some of the funds proposed to be allocated to recreation might provide

greater benefits if applied to other state functions. Some recreation project proposals may conflict with other state resource requirements. Recreation plans proposed independently are not as likely to be related in a careful and methodical way to overall state financial plans or state objectives.

The California Public Outdoor Recreation Commission (CPORC) has prepared a State recreation plan. The plan indicates outdoor recreation demands, the requirements to meet the demands, the supply of areas and facilities, and the means by which an adequate supply could be made available.¹⁰ The general areas or zones where recreation needs were the greatest were determined. The program included recommendations for actions by private, State and local governments. In Kansas a similar plan was prepared by the Governor's Inter-agency Committee on Outdoor Recreation.

In Tennessee, a State comprehensive plan for outdoor recreation was prepared by the Tennessee State Planning Commission with assistance from the State Game and Fish Commission, Department of Conservation and Commerce and the Department of Highways. The plan contained an inventory of existing facilities; a projection of future demand; special chapters on State parks, historic sites, and camping; and a proposed plan, with detailed financing and staging considerations. A supplement to the plan sets forth municipal recreation standards for programs and facilities.¹¹

In 1957, a private consulting firm prepared a recreation plan for the State of Massachusetts. The plan contained a survey of existing

facilities and recreation resources and a detailed 20-year program of acquisition and development.¹²

Separate Departmental Planning

In 37 states recreation planning has been limited entirely to departmental planning in which some departments have planned for their own individual operations and facilities.

Texas provides a typical example of such individual departmental planning. The State Park Board has developed a parks program based upon the recommendations of a parks study conducted by its consultants. The Game and Fish Commission's only planning effort is a research program designed to estimate the State's game and fish needs. The Texas Forest Service has undertaken its own independent operations and program planning.¹³ In Georgia, the Governor's Commission for Efficiency and Improvement in Government has made detailed studies of both the State Game and Fish Commission and the State Parks Department.

Oregon has four major agencies involved in outdoor recreation which have undertaken their own planning. The State Highway Commission's State Parks and Recreation Division has a park planning program underway. The State Game Commission has a research program which seeks to determine future game needs and the measures required to meet these needs. The State Fish Commission relies on a Research Division to conduct long-range management studies to determine future needs and programs. The State Department of Forestry maintains its own operations planning program designed in part to discover needs for multiple-use management areas.¹⁴

The advantage to this approach is that departments can concentrate

on their own programs and apply their specialized knowledge in planning for future activities. This type of planning is also undertaken under the comprehensive state planning and comprehensive recreation planning programs. Separate departmental planning is limited in its effectiveness, however, because it does not tend to readily relate a department's programs to the complementary activities of other recreation agencies. Also, this kind of planning fails to relate the recreation programs and goals of individual agencies to overall state objectives. When no agency is responsible for recreation as a special function, significant aspects of it can be neglected because they may fall into no department's particular realm of responsibilities.

Provision of Recreation Facilities and Programs

States provide a number of different recreation facilities and programs. They provide parks, forests, boating facilities, historic and scenic areas and fish and game areas and programs. Table 2 lists these recreation activities and indicates which of the states provide each of them.

All states have active fish and game programs. While the first programs were regulatory in nature, by 1930 states initiated programs to acquire areas that could be used for raising and managing wildlife. State programs now include pond and stream stocking, game stocking, predator control, acquisition and operation of state refuges and hatching areas and public information activities.

State parks are provided by all states. They were first established about 1900. By 1928, 26 states had parks. Most of the remaining

Table 2. Recreation Facilities and Services Provided by States.

	GAME AND FISH	STATE PARKS	FOREST (MULTIPLE USE)	BOATING FACILITIES	HISTORIC SITES
	(Yes)	(Yes)	(Yes)	(Yes)	(Yes)
Alabama	X	X	X	X	X
Alaska	X	X	X	X	X
Arizona	X	X		X	X
Arkansas	X	X	X	X	X
California	X	X	X	X	X
Colorado	X	X		X	X
Connecticut	X	X			X
Delaware	X	X	X		X
Florida	X	X	X	X	X
Georgia	X	X		X	X
Hawaii	X	X	X	X	X
Idaho	X	X	X		X
Illinois	X	X	X	X	X
Indiana	X	X	X	X	X
Iowa	X	X	X		
Kansas	X	X	X	X	X
Kentucky	X	X	X		X
Louisiana	X	X		X	X
Maine	X	X	X	X	X
Maryland	X	X	X	X	X
Massachusetts	X	X	X	X	X
Michigan	X	X	X	X	X
Minnesota	X	X	X	X	X
Mississippi	X	X		X	
Missouri		X	X	X	X
Montana	X	X	X	X	X
Nebraska	X	X	X		X
Nevada	X	X			X
New Hampshire	X	X	X		X
New Jersey	X	X	X	X	X
New Mexico	X	X		X	
New York	X	X	X	X	X
North Carolina	X	X	X	X	X
North Dakota	X	X			X
Ohio	X	X	X	X	X
Oklahoma	X	X		X	X
Oregon	X	X	X	X	
Pennsylvania	X	X	X	X	X
Rhode Island	X	X	X	X	X
South Carolina	X	X	X		
South Dakota	X	X	X	X	X
Tennessee	X	X	X	X	X
Texas	X	X	X	X	X
Utah	X	X	X	X	X
Vermont	X	X	X	X	
Virginia	X	X	X		X
Washington	X	X			X
West Virginia	X	X	X		X
Wisconsin	X	X	X	X	X
Wyoming	X	X	X	X	X

Source: Outdoor Recreation Resources Review Commission Report No. 14.

states began developing state park systems during the 1930's, largely as the result of Federal New Deal programs that provided state park and recreation planning assistance and manpower and funds for development.

Park sites are selected for their accessibility to population concentrations, for their historic, scientific or scenic character and for their availability for purchase.

State parks frequently include athletic fields, boating facilities, concession stands, fishing areas, camping grounds, historical sites, scenic sites or overlooks, picnicking facilities, playground equipment, swimming pools and bathhouses, hiking and nature trails and cabins. Overall recreation programs provided by state parks include historical exhibits and tours, boating, nature appreciation lectures, fishing and hunting, picnicking and camping.

The size of state park holdings varies from state to state. New York for example, has 2,589,122 acres of parks. Tennessee has 20 parks, for a total of 113,325 acres. Arizona, at the other end of the scale, has only 14 acres of state park land.¹⁵

Several states provide boating facilities. These boating facilities normally contain only the most necessary improvements needed to provide access to rivers, lakes or reservoirs. States that enjoy ocean or gulf frontage often purchase land to provide public access to the water. These state access facilities have been developed to include launching areas, boat slips, and docking areas. In conjunction with these areas, commercial facilities and picnicking grounds have developed.

Hawaii, which is an island State, has a special concern for the public use of its ocean frontages. It has under consideration the adoption of the following policy for its marinas and small boat harbors:

It shall be the policy of the state to construct, maintain and provide for the operation of marinas and small boat harbors...which are necessary to promote the full potential of boating and water sports as an adjunct to resort development and as recreation for the people of Hawaii, and to secure the safety and convenience of small craft operators and passengers.¹⁶

Many states have historic area programs. Historic sites are chosen because of either nation- or state-wide significance. They are usually small in size although some are quite large. The area around the site of General Custer's defeat at Little Big Horn is one of the larger ones. It has been made into a historical park of 53,000 acres by the State of South Dakota.

Historic areas are often a part of the regular parks program. For example, in Alabama the agency responsible for parks and historic areas is the Division of State Parks, Monuments, and Historic Sites of the Department of Conservation.

Forests have also been provided for recreation purposes by the states. Thirty-nine states have forest programs in which the provision of recreation is one of the primary aims. Recreational uses of forests are increased by the construction of roads and trails, health and sanitary facilities and campsite and picnic areas. Winter sport areas are provided in public forests by some of the northern states.

A well balanced state program should consist of park, reservoir, beach (if available), forest, scenic and historical areas. Facilities provided by the state might include swimming, camping, hiking, nature

study, sports, picnicking and boating.

In the future, states may consider establishing program of outdoor education as an important element in their outdoor recreation programs. Outdoor education has been defined as:

... a means of curriculum enrichment through experiences in and for the outdoors. It is not a separate discipline with prescribed objectives like science and mathematics; it is simply a learning climate which offers opportunities for direct laboratory experiences in identifying and resolving real-life problems, for acquiring skills with which to enjoy a lifetime of creative living, for attaining concepts and insights about human and natural resources, and for getting us back in touch with those aspects of living where our roots were once firmly established.¹⁷

States might find the use of this program helpful in teaching its citizens to understand the nature of outdoor recreation and to acquire skills in selecting and using the various types of equipment needed for successful participation in outdoor recreation.

If a state wishes to explore the possibility of an outdoor education program the initial step would be to undertake a research study designed to determine the best way of administering such a program. This study could help determine whether the most effective way of administering the program is through local schools, state parks or university programs.

Based upon current information, there is no indication that any state is providing parks in its metropolitan areas. Since metropolitan areas are expected to continue to increase in size during the future, putting increasing pressure on the existing inventory of parks and open space, states should give consideration to either financing or constructing and administering metropolitan parks.

State Regulation of Recreation Activities

States enforce various laws and regulations that affect outdoor recreation activities for the purpose of promoting the health and welfare of its citizens, protecting fish and game resources and promoting the use of land for recreation. These include boating regulations and water pollution control and abatement laws. Hawaii has prepared statewide land use regulations which benefit recreation.

Boating Regulations

Congress passed the Federal Boating Act of 1958 to regulate the 8 million pleasure boats which were creating hazards not only for themselves and their passengers but for other persons using the same waters. The Boating Act provided for a numbering and identification system for boats of over 10 horsepower and amended the Motorboat Act of 1940 so as "to make possible more effective enforcement of the 'rules of the road' and the safety measures embodied in that Act."¹⁸

The Federal Boating Act recognized a system of concurrent jurisdiction over boating regulation between the states and the Federal Government. The Act provides for the assumption of boat enumeration by state governments under systems approved by the Coast Guard; otherwise the Coast Guard enforces the law. At present, 46 states have enacted boating regulations and numbering systems approved by the Coast Guard.¹⁹

Water Pollution Control and Abatement

There are two types of water pollution laws affecting recreation. One type of pollution law generally controls the discharge of pollutants so that fish and game are not harmed. The second type of pollution law

controls the discharge of pollutants from marine craft.

All states enforce water pollution control and abatement laws to prevent the loss of fish and game. States were encouraged by the 1961 Water Pollution Control Act to consider the recreation uses of water when developing comprehensive water pollution programs.

In the development of such comprehensive programs, due regard shall be given to the improvements which are necessary to conserve such waters for public water supplies, propagation of fish and aquatic life and wildlife, recreation purposes, and agricultural, industrial, and other legitimate uses.²⁰ (emphasis added)

Pollution laws vary in scope and requirements from state to state. Some are strict and comprehensive; others are weak and limited in their effectiveness. One of the purposes of the Federal Water Pollution Control Acts of both 1956 and 1961 was to encourage the passage of uniform state laws for water pollution.

Some states have attempted to coordinate water pollution control programs with recreation programs (Table 1). In Wisconsin, the Committee on Water Pollution exercises general responsibility over the administration and enforcement of the State's water pollution laws. A representative from the Conservation Commission is a member of the Committee. The Conservation Department cooperates further with the Committee by controlling specific, non-recurring pollution problems through the Department's wardens. The Department has broad authority to act in cases where pollution injurious to game and fish life is detected from sources outside the jurisdiction of the Committee.²¹

South Dakota's Department of Health undertakes a water pollution education and control program designed to maintain the purity of streams, rivers and lakes for the benefit of fishing, boating and bathing. The

California Water Pollution Control Board has made a study of the qualitative requirements for recreation use of State waters. In South Carolina, the Water Pollution Control Authority has the statutory mandate to prescribe standards of water purity for public health and for the propagation and protection of fish and wildlife. After consultation with the State Wildlife Resources Department, the Authority establishes standards for water suitable to sustain fish life.²²

States should consider enacting water pollution control and abatement laws. States with weak general water pollution control laws should study the effects of their laws on its human and natural resources in order to determine if stricter laws and more effective enforcement are needed. In some states where strong regulations already exist, careful research may indicate that more adequate enforcement of these laws should be undertaken.

Twenty-two states have marine pollution laws, the second type of water pollution laws affecting recreation. The states of Arizona, California, Connecticut, Indiana, Montana, New York, Ohio, Pennsylvania and Wisconsin have laws which prohibit the discharge of raw sewage or garbage from recreational craft. The Connecticut law provides that it is "unlawful to deposit any garbage, domestic refuse or other material of like nature from any watercraft into the waters of the State."²³

Twelve states, Arkansas, Georgia, Hawaii, Minnesota, Mississippi, Nebraska, New Hampshire, New Jersey, Nevada, North Carolina, Oregon and South Dakota, permit discharge of wastes if disinfected by marine chlorinators or other suitable devices. For example, the Minnesota law reads "no person owning or operating a water craft or other marine conveyance

upon the waters of the State of Minnesota shall use, operate or permit the use or operation of any marine toilet or other similar device for the deposition of sewage or other wastes, unless the marine toilet is equipped with a treatment device of a type acceptable to the water pollution control commission of the State of Minnesota." Six additional states have recommended similar regulations to be adopted by their legislatures.²⁴

Land Use Regulations

Only the State of Hawaii has enacted zoning and other land use controls to preserve and enhance recreation and esthetic values along roads and highways, shorelines and other areas. The Department of Planning and Economic Development has prepared a statewide zoning plan that helps protect these types of areas.²⁵

Land use regulations are normally enacted and enforced by local governments. However, many outdoor recreation resources are in rural areas where local governments do not have the technical and financial ability to control land use. As a result, shoddy and incompatible developments may occur which result in a severe loss in recreational values of important resources. States should consider what their role will be in these situations. The state can decide to do either of three things: (1) provide more adequate enabling legislation, (2) provide financial and technical assistance to help local units to develop and administer the land use regulations, or (3) actually move to enforce local land use regulations.

Intergovernmental Recreation Activities

Some states are currently undertaking the coordination of their outdoor recreation programs with local and Federal programs.

Local Governments

Several states have initiated programs to help coordinate their recreational activities with those of local governments. States recognize that recreation facilities provided by county, city or other governmental units are important. As a result, they have been attempting to establish programs that will permit better coordination of state and local programs and facilities in meeting the overall recreation needs of the state's citizens.

An attempt was made in the California Public Outdoor Recreation Plan to determine the proper division of responsibility between the State and local governments in providing needed facilities. One of the recommendations was that the type of recreation and the distance away from home base should determine who should provide the facilities. Based upon this concept, the plan set forth certain responsibilities to be met by local and State governments.²⁶

Kansas, like California, has defined the responsibilities for State and local governments to follow in developing recreation facilities. The State recreation plan proposes that the outdoor recreation resources in the State be classified according to three types, (1) state-wide recreation areas, (2) regional recreational areas, and (3) local recreation areas. Such a classification system, reportedly, "will help in planning for the best possible utilization of the resource and in determining future needs and agency or level-of-government responsibility

for developing future facilities."²⁷ The State will have the responsibility for the development of state and regional recreation facilities.

Federal Agencies

One of a State's real needs is the effective coordination of its recreation programs with those of Federal recreation agencies. Some states have made limited efforts to coordinate their programs with the Federal recreation programs. Most states, however, have not developed effective coordination with Federal recreation agencies. Some of the coordination problems are due to the fact that the Federal Government has 26 agencies involved in the field of outdoor recreation. The agencies and their activities are as follows:

National Park Service, U. S. Department of the Interior.

Administration of the national parks, monuments, historical sites and other areas which comprise the national park system and national recreation areas; planning of recreation facilities at Bureau of Reclamation reservoir sites; cooperation with Federal and State and local agencies in planning for their park, parkway, and recreation-area programs.

Forest Service, U. S. Department of Agriculture.

Recreation on the 186 million acres of national forest system, including national grasslands. Also research in forest recreation.

Fish and Wildlife Service, U. S. Department of the Interior.

Recreation in national wildlife refuges and Federal fish and culture stations. Administers program of grants to State agencies for conservation and fish and game management.

Corps of Engineers, U. S. Department of the Army.

Recreation in navigation and flood control project areas under jurisdiction of the Corps. Other aids to recreation through beach erosion control and other related programs.

Bureau of Reclamation, U. S. Department of the Interior.

Recreation at reservoir sites of the Bureau. For most reclamation reservoirs a master and development plan for recreation is prepared by the National Park Service.

Bureau of Land Management, U. S. Department of the Interior.
Recreation in the public lands of United States. Conveys land to State and local governments for recreation purposes.

Federal Extension Service, U. S. Department of Agriculture.
Rural community recreation through State agricultural college and county extension services.

Public Health Service, U. S. Department of Health, Education, and Welfare.
Public health, including environmental sanitation and control of stream pollution, in recreation areas.

Office of Education, U. S. Department of Health, Education, and Welfare.
School and community recreation; outdoor education and school camping.

Public Housing Administration, Housing and Home Finance Agency.
Concerned that local housing authorities which own projects in federally assisted low-rent housing program obtain the same community services (including recreation) for their tenants as are available to other residents in the community. Indoor community activities space and outdoor play areas may be provided on a project.

Source: Release (undated) of Federal Inter-Agency Committee on Recreation, supplemented by data from agencies.

The problem of coordinating state and Federal recreation activities is more complex since Federal agencies work with both state and local governments in administering their outdoor recreation programs. The pattern of relationships with state governments varies with the individual Federal agencies. Some Federal agencies, such as the U. S. Forestry Service, work directly with the state. Others, such as the Housing and Home Finance Agency, work directly with the local communities in the administration of its Open Space Programs. The Soil Conservation Service and the Corps of Engineers may work with both state and local governments. The following quotation indicates with what levels of government the Federal agencies with major recreation responsibility work.

The Agricultural Stabilization and Conservation service and the Soil Conservation Service work through soil conservation district and other instruments of State and county governments to encourage the establishment of farm ponds and of agricultural plantings and practices of primary benefit to wildlife. The Soil Conservation Service, in its small watershed program, operates through local organizations - which may include State agencies. The Forest Service coordinates its work in fire control and insect eradication with State forestry or conservation agencies. The National forests also provide game habitat but bag limits, hunting seasons, and the like are determined by the States. The Bureau of Sport Fisheries and Wildlife administers the Dingell-Johnson and Pittman-Robertson Acts which provide grant-in-aid funds to the States for improving and resorting sport fish and wildlife. Fish hatcheries and wildlife refuges are, in one sense, services to the States because the States are assumed to have responsibility for the management of fish and game except for migratory birds. The Bureau of Land Management may lease or sell lands classified for recreational purposes to State and local governments. As with the Forest Service, the lands administered by BLM support a considerable quantity of wildlife which is managed by the States. Furthermore, wildlife interests are represented on the highly influential grazing district and State advisory boards.

A considerable portion of the recreation resources created by Corps of Engineers, TVA, and Bureau of Reclamation impoundments are managed by State and local governments.

The Bureau of Public Roads administers the tremendous grant-in-aid programs for the construction of highways by the States. The Coast Guard works through State governments to secure uniformity in boat numbering systems and to improve boating safety. The National Park Service provides planning assistance to States on park and recreation matters.

Surplus Federal properties are made available to State and local governments for park and recreation purposes by the General Services Administration at 50 per cent of market price. Surplus properties valuable for wildlife habitat may be transferred to State governments without monetary consideration.

The Public Health Service provides financial assistance to State and local governments for water pollution abatement. The Housing and Home Finance agency aids local outdoor recreation through various programs including its urban planning grants and the recently adopted 'open space' provisions of the Housing Act of 1961.²⁸

The programs of coordination that exist between state and Federal Governments are usually on an individual basis between a Federal agency and its state counterpart. For example, programs of forest fire protection and coordination have been developed by both Federal and state agencies so that their fire fighting ability can be increased. The U. S. Forest Service and state forestry departments actively coordinate their fire protection capabilities on state and Federal forestry lands. The definition of specific fire protection tasks is accomplished by negotiation between Federal and state agencies. Under these agreements state forestry agencies are responsible for fire control adjacent to national forests and, in some places, within them. Often the U. S. Forest Service assumes responsibility for fire control in some state areas outside the national forests and for private or state-owned acreages within the forests.

The need for improved access to recreation areas has produced a demand to coordinate state and Federal highway programs. The coordination is important because most people come to outdoor recreation areas in automobiles and because wildlife areas can be damaged as a result of improper construction of highways.

The States of California, Maryland, Pennsylvania and Virginia have developed cooperative roads-and-wildlife-conservation programs. The state fish and game departments and the highway departments of the states work out cooperative arrangements with the Bureau of Sport Fisheries and Wildlife and the Bureau of Public Roads. Under the program, fish and wildlife technicians and highway engineers of both state and Federal agencies work together to balance the conflicting values of wildlife preservation and convenient access. Design modifications

are made to highways to prevent the deterioration or destruction of wildlife areas. As a result of these coordination efforts highway fills are often used as dams to create new fish and wildlife habitat.²⁹

State and Federal agencies have coordinated their efforts to regulate game seasons. In Utah, for instance, programs of Federal-state cooperation in recreation resource management have been imperative because of the vast acreage of Federally controlled land in the State (approximately 70 per cent of Utah's total area). An example of this cooperation is the management of Utah's recreational resources by the State's Big Game Board of Control. This Board was established for the purpose of providing an adequate and flexible system of protection, propagation, management and conservation of big game animals in the State. The Board consists of five members, as follows: one member from the U. S. Forest Service; one member each from the Utah Wool Growers Association, the Utah Wildlife Federation, and the Utah Cattlemen's Association; and a chairman, who is the Director of the State Department of Fish and Game which conducts joint investigations and surveys of big game populations and habitat. This information is used by the Board in setting the annual open seasons.³⁰

The Governor's Advisory Council on Outdoor Recreation of the State of Kansas has recommended that the State initiate a more active program of coordination on Federal reservoirs. This proposed program is set forth below:

The state should assume a more active role in planning for recreation and fish and wildlife development at future federal reservoirs. Heretofore, the state has largely taken over areas designated by the federal agencies without opportunity for real partnership development. It would seem more logical

for the state government to prepare a plan of development of state recreation facilities at each federal reservoir prior to initiation of construction of the reservoir. The document should be prepared by the Park Authority and Forestry, Fish and Game Commission, reviewed and approved by the entire Council, and submitted to the Governor for his consideration and approval prior to submission of the document to the federal construction agency. The federal agency (Corps of Engineers or Bureau of Reclamation) should then be requested to turn over to the state any federal funds allocated for development of recreational facilities in areas where it is agreed that the state will do the developing.

A similar program of coordination on reservoir projects takes place in Illinois under the Board of Economic Development which is the State's planning agency and also the agency charged with coordinating water resource developments.

The coordination of all recreation programs is an important element of a state recreation planning program. States should consider Federal activities in order to determine if they are of sufficient significance to require special coordination with their own recreation plans. The BOR can be of assistance in this respect.

The Bureau of Outdoor Recreation was established by executive action on April 12, 1962. In 1963 Congress enacted legislation giving the BOR statutory authority to promote the coordination and development of effective programs relating to outdoor recreation.³² This coordinating function will be carried out through program and budgetary review of other Federal Agencies' recreation programs by the BOR. They also work with the Bureau of the Budget in reviewing requests for funds for Federal recreation programs. The BOR also serves in a staff capacity to the Presidential Recreation Advisory Council and can help the Council formulate Federal recreation policy.

If states desire to coordinate their recreation programs with those of Federal agencies they could work with the Bureau of Outdoor Recreation (BOR). The state can designate a single agency (the New Jersey Department of Conservation and Economic Development) or a council of state agencies (the Michigan State Inter-Agency Council for Recreation) to work with the BOR to coordinate Federal functions.

The coordination of State and Federal recreation activities may be achieved by the adoption of memoranda of understanding between the state and Federal agencies. One example of such a memorandum of understanding is the one signed by the Tennessee Valley Authority, the Tennessee State Planning Commission, and the Tennessee Department of Conservation. This agreement, signed in August, 1942, states, in part:

1. It is the intention of Department to lend its efforts to securing and assisting in the development and utilization of Authority's properties within the State of Tennessee suitable for recreational use to an extent commensurate to the importance to the State of the resource represented by such properties and in a manner consistent with its general policies; and, subject to the availability of funds therefore, Department, in furtherance of such objective, will provide technical assistance to municipalities and other political subdivisions in connection with the maintenance of local recreation programs and will advise Authority as to the manner in which properties under its custody and control in the State of Tennessee which are suitable for recreational development may be most effectively utilized to serve public needs.

2. It is the intention of Authority to cooperate in making available for recreational use and development those properties within the State of Tennessee under its custody and control which are suitable for use and development, as the public need may require and in a manner consistent with the recreation program of the State of Tennessee, to the extent, however, that recreational use and development of such properties may be consistent with the primary purpose for which they were acquired and to the extent that such use and development may be in accordance with all of the provisions of the Tennessee Valley Authority Act of 1933 as amended.

3. Authority, Department, and Commission will cooperate in studies, demonstrations, and experiments of suitable methods of planning, stimulating, organizing, and financing recreational developments.

4. From time to time agreements between the parties covering specific cooperative procedures will be drawn up for the purpose of implementing this memorandum of understanding.³³

Although this particular agreement was between a state and a Federal agency a state could enter into an agreement with a number of Federal agencies, or with the BOR acting in behalf of the Federal recreation agencies. This agreement would state the areas of responsibility for the various levels of government, including state, Federal and local. These memoranda should establish that the state agency: (1) will review Federal projects in order to determine how they will meet the recreational objectives of the state; (2) will be advised of any Federal recreation plans that would affect the state; and (3) will establish a checkpoint procedure for Federal agencies to follow in consulting with those agencies, organizations, governments, or individuals that will be affected by the plan. The state recreation agency should have the authority to file and have heard any objections or suggestions it has to the Federal plans.

Assistance to Local Governments

The Outdoor Recreation Resources Review Commission has recommended that the states work with local governments to help them establish balanced local outdoor recreation programs. This has been an important program in some states where local governments often lack the funds, technical skills and manpower that the state can more readily provide. State local-assistance programs consist of technical

assistance, financial assistance and state development of local facilities.

Technical Assistance

States have offered three types of technical assistance bearing on recreation: comprehensive community planning, information on recreation programs and facility design, and the establishment of standards for recreation areas.

Forty-eight states offer comprehensive community planning assistance to their local governments. The community planning agencies prepare plans for land use, thoroughfares, community facilities and public improvements. Zoning ordinances and subdivision regulations are usually prepared as part of the comprehensive community plan. The community plans often contain recommendations concerning the need for, location, and financing of park and open space land. Park and open space elements of community plans can be, as in California or Connecticut, prepared to complement statewide recreation goals and objectives. (Table 1 lists those states that provide local planning assistance.)

Some local assistance programs include the formulation of standards for recreation uses. The planning agencies of Tennessee, Pennsylvania, and California have developed standards for outdoor recreation that are adaptable to municipal and county recreation programs. The recreation agencies of such states as Georgia, Wisconsin, and Kansas, provide similar standards.

Seventeen states offer professional assistance in the planning, developing and financing of local recreation facilities and programs. Professional recreation workers undertake surveys of existing facilities

and programs for local governments. They prepare plans indicating needs for facilities as well as recommendations for improving the recreation program. The North Carolina Recreation Commission provides training for local recreation program directors.

In Tennessee a Recreation Program and Activities Section, containing a county and municipal recreation services unit, has been proposed for the Division of State Parks and Recreation of the Department of Conservation and Commerce. This section would be staffed by at least one full-time professional recreation consultant. His job would be to work with cities and counties in promoting local park and recreation programs. The recreation consultant would work closely with the Tennessee State Planning Commission and would help the Tennessee Recreation Society in planning and programming local recreation facilities and services.³⁴

A Conservation Service Division within the Massachusetts Department of Natural Resources has been established to provide technical advisory services to local governments. Information on planning, zoning, legal and financial aspects of recreation as well as Federal and State recreation programs will be made available by the Division.³⁵

Financial Assistance

Six states, Connecticut, Massachusetts, Minnesota, New Jersey, New York, and Wisconsin, offer financial inducements to local governments for the planning, acquisition or development of outdoor recreation areas. Table 3 lists the states that have these grants programs in operation; the state share of the cost; the funds appropriated; and the eligible activities.

One example of a financial aid program is the New Jersey Green Acres local assistance project. Under this program, municipal and county governments receive money from the State to purchase open space and recreational lands. The objective of the program is to acquire land for public recreation before it is diverted to other uses. The Commissioner of the Department of Conservation and Economic Development is responsible for the administration of the program. The legislation directs that:

...in making grants to assist local units to acquire lands the commissioner shall...seek to achieve a reasonable balance among all areas of the state in consideration of the relative adequacy of the area's recreation and conservation facilities; insofar as practicable limit acquisition to predominately open and natural land to minimize the cost of acquisition and the subsequent expense necessary to render land suitable for recreation, wherever possible, select land for acquisition which is suitable for multiple recreation and conservation purposes; and give due consideration to coordination with plans of other departments.³⁶

The State makes matching grants to any eligible municipal or county government or an approved local agency to acquire title to, or other permanent interest in open land.

Legislation was passed in 1960 authorizing the Massachusetts Commissioner of Natural Resources to make matching grants-in-aid (up to 50 per cent) to local communities for the purpose of acquiring recreation land. These funds can be used for planning, design, and acquisition only; development is excluded. Local communities must meet two requirements in order to become eligible for State assistance: they must establish a Conservation Commission, and provide additional funds for project development equivalent to the amount of the State's 50 per cent contribution.³⁷

Wisconsin offers financial assistance for the development of local recreation areas. Since the problem of public access to lakes and streams is especially acute and the principle of public access is written into the State's constitution, the development of a State-aid program for this purpose has been necessary. In 1959, the Conservation Department initiated a statewide access program. Although responsibility for actual development of access roads lies within local governments, they are assisted by a \$165,000 annual fund. The fund is made available on a 50-50 cost-sharing basis to counties and towns making application for acquisition or development of new access points.³⁸

Idaho has developed local recreation facilities provided that local governments agree to maintain the areas. The Fish and Game Department may enter into a cooperative agreement with a county to purchase public access to a lake, construct boat launching facilities and erect signs designating the access and right-of-way. The county, in turn, must agree to maintain the roads leading to the area and maintain the grounds, including sanitary facilities, the water system and collection and disposal of trash and garbage.³⁹

One of the most successful aspects has been that the matching funds provided by the State have had the effect of stimulating local governments to take a more active interest in planning programs and in acquiring recreation lands.

States should decide if its local governments need technical and financial assistance in developing outdoor recreation programs. If it is determined that assistance is needed, states might consider providing the following: (1) assistance in preparing recreation

Table 3. States that Offer Financial Assistance for Recreation to City and County Governments, May, 1965.

State	State Share of Cost	Appropriation	Eligible Activities		
			Acquisition	Planning	Development
Connecticut	50%	\$ 3 million	X		
Delaware*	75%	15 1/2 % of authorized recreation budget	X		
Massachusetts ¹	50%	NA	X	X	X
Minnesota	50%	\$ 5 million	X		
New Jersey	50%	\$ 20 million	X		
New York	75%	\$ 40 million	X		
Pennsylvania	50%	27% of authorized recreation budget	X		
Wisconsin	50%	\$ 1.5 million	X		X

* Proposal under consideration by state legislature

NA - Not Available

¹ Also requires local funds be used for site development

Source: Outdoor Recreation Resources Review Commission Report No. 14 and Correspondence with State recreation agencies.

programs or in designing recreation facilities; (2) legislation authorizing local governments to acquire scenic easements, to use less-than-fee simple acquisitions and to reserve open space; (3) legislation authorizing the use of special revenue bonds and benefit assessments to finance recreation programs; (4) training programs for recreation staffs; and (5) financial assistance in the form of grants and loans for planning, acquiring or developing local recreation facilities. In order for poorer communities to participate, funds should be granted on the basis of need rather than on a matching basis.

Stimulation of Private Program

States need the outdoor recreation facilities provided by private enterprise. More efforts are being made to stimulate private groups to acquire and develop recreation facilities. State assistance for this purpose has included the provision of information on possible business ventures, the enactment of limited liability legislation, and wildlife stocking, tourist promotion and experimental programs.

New Hampshire and Massachusetts have initiated programs to aid private enterprise. The State of New Hampshire has prepared a brochure titled "Business Opportunities in Outdoor Recreation." It describes various kinds of outdoor recreational opportunities that are adaptable to New Hampshire and outlines the necessary steps to be taken in establishing recreational enterprises. A list of various business services and the organizations offering them is also provided.⁴⁰

The Massachusetts Division of Conservation Services will establish a program to provide private enterprise with guidance and technical information relating to the economics of various types of recreation

development and the technical problems of facility design and construction. The Governor's ad hoc Inter-Agency Committee on Outdoor Recreation recommended that the Division also be responsible for providing general information on problems, programs and trends in outdoor recreation. Requests for information programs or specific technical information will be directed to the applicable state departments.⁴¹

An important potential recreation resource for states has been the private woodlands, forests and lakes. This land could be a very important addition to state outdoor recreation areas. State liability laws have prevented the use of these lands by the public since they leave the landowners open to damage suits to injuries resulting from recreation activities on the land. Limited liability laws have been adopted by eight states in order to relieve landowners of their liability when the public uses their land without fee for hunting, fishing or other recreation purposes. The Minnesota law, an example of this legislation, reads:

No liability or cause of action for any injury to person or property occurring in the course of or in connection with any outdoor recreational use of any free recreational area specified in the applicable declaration of record insofar as such injury was caused or contributed to by any natural or artificial object, structure, or condition existing therein shall lie against the owner or the person having the right or possession and control of the area; provided, that this shall not relieve any person from civil or criminal liability for negligence as defined by Minnesota Statutes 1957, Section 610.02.

Other techniques have been used to stimulate private recreation programs, such as wildlife stocking and protective patrol. Under the New York Fish and Wildlife Act of 1958, the Division of Fish and Game, of the Department of Conservation, cooperates with landowners in the

development of fish and wildlife management programs on private property. The State will provide special benefits, including stocking and protective patrol, in return for a land owner's agreement to provide public hunting and fishing opportunities on part of his property and to adopt approved fish and wildlife management practices.⁴³

Most states have attempted to aid private recreation enterprises through tourism promotion programs. These programs promote private recreation by including information about the facilities offered, their location and the costs of accommodations at the private developments. Many states will place individuals in touch with private businesses when special services or special forms of recreation are desired.

The Colorado Visitors Bureau provides information on the private recreation facilities available in the State, including winter ski resorts. The Florida Development Commission publicizes Florida recreation, including private facilities, through brochures and their publication "Florida Events." In Indiana, the Department of Commerce and Public Relations conducts an advertising and publicity program designed to promote both public and private recreation facilities. The Kentucky Department of Public Information has a Division of Tourist and Travel Promotion which promotes the tourist industry in Kentucky. The Rhode Island Development Council has recently completed a study of available private shoreline facilities to use in its promotion campaign. A Division of Tourism in the Illinois Board of Economic Development administers matching grants to regional tourist councils for the promotion of the States tourist attractions.

As a result of the work of the University of Georgia's Center for Continuing Education, an Outdoor Recreation Research Experiment Station will be constructed in White County, Georgia. The Station, based upon the concept of the very successful agricultural experiment stations, will conduct and demonstrate recreation programs. The results of the experiments will be made available to public and private enterprise.

Physical facilities will include:

...a deluxe lodge and conference headquarters; cottages and cabins of varying degrees of comfort or austerity; accommodations for trailers, tents and bedroll campers; two lakes, one of 50 acres and one of 200 acres; an Elizabethan theatre and village; an amphitheatre; craft shops, museums, dioramas; gardens; mountain trails; and the Chattahoochee National Forest, on which the proposed project borders.⁴⁴

Dr. Hugh B. Masters, Director of the Center for Continuing Education has stated what the functions of the Station are:

We hope to maintain instructors to teach new skills to our participants, to maintain, or contract with, professional researchers to formulate and implement programs of research into many and varied phases of outdoor recreation, including human behavior, financing of recreation facilities, proper use of private land for recreational opportunities, training of professional recreationists, changes in 'classic' types of recreational pursuits, and so on (including training for cooks, waiters, and managers in operating recreation enterprises).⁴⁵

A state should decide if it desires to promote private recreation developments. If it does decide to do so, four programs could be undertaken by the state if needed by private enterprise: (1) legislative assistance; (2) information services; (3) training programs; and (4) land management services.

States could provide legislative assistance to stimulate private recreation developments such as the limited liability legislation model

statute advocated by the Council of State Governments.

Private developers might benefit from a program that provides information on changing problems, programs and trends in outdoor recreation. This service could also provide information relating to state or Federal programs that provide assistance to private enterprise.

Some states with little public recreation development but with much recreation potential might consider a training program to teach people how to administer and operate recreation projects. Training could also be provided in, but not be limited to, such subjects as bookkeeping, motel, hotel and marina management, cooking and house-keeping.

States with much private recreation land, including lakes, should consider working with private land holders and provide land management services such as fire protection, patrolling, fish and game management and planning assistance as incentives whereby multiple-use of private lands may be made possible.

CHAPTER III

ADMINISTRATION OF OUTDOOR RECREATION ACTIVITIES

There are a number of state agencies that have some responsibility for planning, financing, developing, administering or coordinating outdoor recreation activities. Some undertake major recreation programs while others have only minor recreation roles. The agencies with major recreation functions are normally the ones charged with park, forestry, boating, or resource responsibilities. Highway or water resource departments are examples of agencies that have recreation duties that are incidental to their main programs. The highway department's program of roadside park development and recreational area access is secondary to its main objective of highway construction and maintenance. In some states, a water resources agency provides water-based recreation, which is secondary to its main role of constructing and managing lakes or reservoirs for supply, navigation, and flood control. The recreation programs of agencies with only secondary recreation responsibilities need little coordination. However, the coordination of the activities of the major recreation agencies is an important function. The organizations and techniques used to coordinate the activities of the major recreation agencies will be discussed in this chapter.

State Activities

Outdoor recreation programs are administered by: (1) a single state department or agency which is responsible for all of the state's

major recreation functions, (2) by an inter-agency coordinating council, or (3) two or more independent state agencies. Table 4 indicates, by states, the agencies with outdoor recreation responsibilities.

Single Agency

Ten states^{it} place responsibility for administration of the state's recreation activities in a single agency. However, only one State, New Jersey, has placed the state planning function in the same agency that administers all the major outdoor recreation programs.

The responsibility for the planning, development, and management of all of New Jersey's outdoor recreation resources has been assigned to the Department of Conservation and Economic Development. The Department also has the responsibility for maintaining relations with Federal recreation agencies. The Department administers these programs through four divisions: (1) Fish and Game; (2) Resource Development; (3) Water Policy and Supply; and (4) State and Regional Planning. (The New Jersey recreation administration is shown in Figure 2.

The Department's Division of Fish and Game is responsible for fish and wildlife management, including enforcement of fish and game regulations. The Division of Resource Development has four bureaus. The Bureau of Parks and Recreation is responsible for the administration, management, and development of the State forests, parks, and historic sites. The Bureau of Navigation is engaged in waterway improvement and beach fill projects that involve outdoor recreation.

* New Jersey, California, Indiana, Minnesota, New York, Ohio, Hawaii, Illinois, Iowa, and South Dakota.

Table 4. Agencies Responsible for Administration, Coordination and Planning
of State Recreation Programs, May 1965

State	Administrative Agency	Responsibility For Preparing Recreation Plan	Coordinating Agency	Agency Under- taking State Planning
Alabama	Department of Conservation Division of State Parks, Monuments and Historical Sites Game and Fish Division Division of Forestry State Highway Department	Department of Conservation	None	None
Alaska	Department of Natural Resources Division of Lands Branch of Forestry, Parks and Recreation Department of Fish and Game Department of Public Works	Department of Natural Resources	Alaska Outdoor Recreation Council	Department of Economic Devel- opment and Planning
Arizona	Arizona Game and Fish Department Arizona State Parks Board Arizona Highway Department	State Recreation Coordinating Commission	None	None
Arkansas	Arkansas Publicity and Parks Commission Arkansas Game and Fish Commission Arkansas State Highway Department	Arkansas Planning Commission	None	Arkansas Planning Commission

Table 3. (Continued)

State	Administrative Agency	Responsibility For Preparing Recreation Plan	Coordinating Agency	Agency Under- taking State Planning
California	The Resources Agency of California Department of Parks and Recreation Division of Beaches and Parks Department of Conserva- tion Division of Forestry Department of Fish and Game Department of Water Resources Wildlife Conservation Board Department of Public Works Division of Highways	The Resources Agency	None	State Planning Office, Depart- ment of Finance
Colorado	Department of Game, Fish and Parks The State Historical Society of Colorado	Department of Game, Fish and Parks	State Inter- agency Committee on State Parks and Recreation	None

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plan	Coordinating Agency	Agency Under- taking State Planning
Connecticut	Connecticut State Park and Forest Commission State Park Commission Forest Division Connecticut State Board of Fisheries and Game State Highway Department	Department of Agri- culture and Natural Resources	None	Connecticut Development Commission
Delaware	Board of Game and Fish Commissioners State Park Commission State Forestry Department State Highway Department	State Planning Office	None	State Planning Office
Florida	Board of Parks and Histor- ical Memorials Florida Park Service Game and Fresh Water Fish Commission Florida Board of Forestry Florida Forest Service State Road Department	Outdoor Recreational Development Council Outdoor Recreational Planning Committee	Outdoor Recre- ational Council Outdoor Recre- ational Committee	None
Georgia	Department of State Parks State Game and Fish Commission State Highway Department of Georgia	Department of State Parks	None	None

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plan	Coordinating Agency	Agency Under- taking State Planning
Hawaii	Department of Land and Natural Resources Division of State Parks Fish and Game Division Forestry Division	Department of Plan- ning and Research	None	Department of Plan- ning and Research
Idaho	State Board of Land Commissioners Department of Public Lands Division of Parks and Recreation Fish and Game Department	Assistant to the Governor	None	None
Illinois	Department of Conservation Department of Public Works and Buildings Division of Highways	Board of Economic Development	None	Bureau of State Planning Board of Economic Development
Iowa	Iowa State Conservation Commission Iowa State Highway Commission	Iowa State Conser- vation Commission	None	None
Kansas	State Park and Resources Authority Kansas Forestry, Fish and Game State Highway Commission of Kansas	State Park and Resources Authority	Joint Council on Recrea- tion	None

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plan	Coordinating Agency	Agency Undertaking State Planning
Kentucky	Department of Conservation Division of Forestry Department of Fish and Wildlife Resources Department of Parks Department of Highways	Department of Finance	None	None
Louisiana	State Parks and Recreation Commission Wildlife and Fisheries Commission Louisiana Forestry Commission Department of Highways	State Parks and Recreation Commission	Recreation Advisory Council	Planning Division Department of Public Works
Maine	Department of Inland Fisheries and Game State Park and Recreation Commission Maine Forest Service Maine State Highway Commission	State Park and Recreation Commission	None	Research and Planning Division Department of Economic Development
Maryland	Board of Natural Resources Department of Forests and Parks Department of Game and Inland Fish Maryland State Roads Commission	Maryland State Planning Department	None	Maryland State Planning Department

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plan	Coordinating Agency	Agency Under- taking State Planning
Massachusetts	Department of Natural Resources Division of Fisheries and Game Division of Forests and Parks Department of Public Works	Department of Natural Resources	None	Department of Commerce and Development, Planning Division
Michigan	Department of Conservation Fish Division Forestry Division Game Division Parks and Recreation Division Department of Highways	Department of Conservation	State Inter- agency Council for Recreation	Department of Economic Expan- sion
Minnesota	Department of Conservation Division of Forestry Division of Game and Fish Division of State Parks Department of Highways	Department of Conservation	None	Division of Commu- nity Planning Department of Bus- iness Develop- ment
Mississippi	Mississippi Game and Fish Commission State Park Commission State Highway Department	State Park Com- mission	None	None

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plan	Coordinating Agency	Agency Under- taking State Planning
Missouri	State Conservation Com- mission State Forest Division State Game and Fish Division State Park Board State Highway Commis- sion	Missouri Conser- vation Commis- sion	State Inter- agency Council for Outdoor Recreation	Division of Com- merce and Industrial Development
Montana	Department of Fish and Game State Parks Division Office of State Forester State Water Conservation Board	Department of Fish and Game	Outdoor Recrea- tion Planning and Advisory Committee	None
Nebraska	Game, Forestation and Parks Commission Department of Roads	Game, Forestation and Parks Commission	None	None
Nevada	Nevada State Park Com- mission Nevada State Park System Fish and Game Commission Department of Highways	Department of Con- servation and Natural Resources	None	None

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plan	Coordinating Agency	Agency Under- taking State Planning
New Hampshire	Department of Resources and Economic Development Division of Parks Fish and Game Department Department of Public Works and Highways	Department of Resources and Economic Development	None	Department of Resources and Economic Development
New Jersey	Department of Conservation and Economic Development Division of Fish and Game Division of Resource Development	Department of Conservation and Economic Development	None	Department of Conservation and Economic Development
New Mexico	Department of Game and Fish State Park and Recreation Commission State Highway Commission	Department of Finance and Administration State Planning Office	None	Department of Finance and Administration State Planning Office
New York	Conservation Department Division of Land and Forests Division of Parks Division of Fish and Game Department of Public Works	Conservation Department	None	None

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plan	Coordinating Agency	Agency Undertaking State Planning
North Carolina	Wildlife Resources Commission Department of Conservation and Development Division of State Parks State Highway Commission State Department of Archives and History	Governor's Coordinating Committee on Recreation	Governor's Coordinating Committee on Recreation	Central Planning Division, Department of Administration
North Dakota	State Game and Fish Department State Historical Society of North Dakota Division of State Parks State Highway Department	Outdoor Recreation Agency	Governor's Committee on Outdoor Recreation	None
Ohio	Department of Natural Resources Division of Parks Division of Wildlife Division of Forestry Department of Highways	Department of Natural Resources	Ohio Inter-Agency Council for Recreation and Outdoor Education	Planning Division Department of Development
Oklahoma	Oklahoma Planning and Resources Board Division of Recreation and State Parks Department of Wildlife Conservation Department of Highways	Oklahoma Planning and Resources Board	None	Oklahoma Planning and Resources Board

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plan	Coordinating Agency	Agency Under- taking State Planning
Oregon	State Highway Department State Highway Division State Parks and Recrea- tion Division State Game Commission State Department of Forestry Water Resources Board State Marine Board	State Highway Department	Oregon Outdoor Recreation Council	State Planning and Development Division Department of Commerce
Pennsylvania	Department of Forests and Waters State Forester Division of State Parks Water and Power Resources Board Pennsylvania Fish Commis- sion Pennsylvania Game Commis- sion Department of Highways	Department of Forests and	None	State Planning Board
Rhode Island	Department of Public Works Division of Parks and Recreation Division of Roads and Bridges Department of Agriculture and Conservation Division of Fish and Game Division of Forests	Planning Divi- sion Rhode Island Development Council	None	Planning Division Rhode Island Devel- opment Council

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plans	Coordinating Agency	Agency Under- taking State Planning
South Carolina	South Dakota Department of Game, Fish and Parks Game Division Fisheries Division Division of Forestry and Parks Department of Highways	Industrial Devel- opment Expan- sion Agency	Governor's Com- mittee on Outdoor Recreation	Industrial Devel- opment Expan- sion Agency
Tennessee	Department of Conservation Division of State Parks Division of Forestry Tennessee Game and Fish Commission Department of Highways	State Planning Commission	None	State Planning Commission
Texas	Texas State Parks and Wild- life Board Texas Highway Department Texas Forest Service	State Parks and Wildlife Board	None	
Utah	State Park and Recreation Commission Utah State Department of Fish and Game Utah State Department of Highways	State Planning Coor- dinator State Park and Recreation Com- mission Department of Fish and Game		State Planning Coordinator Office of the Governor

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plans	Coordinating Agency	Agency Under- taking State Planning
Vermont	State Board of Forests and Parks Department of Forests and Parks Fish and Game Commission Department of Highways	Board of Forests and Parks	Inter-agency Committee on Natural Resources	Central Planning Office
Virginia	Department of Conservation and Economic Development Division of Forestry Division of Parks Commission of Game and Inland Fisheries Department of Highways	Department of Conservation and Economic	State Inter- agency Recre- ation Council	None
Washington	State Parks and Recreation Commission Department of Game Department of Natural Resources Department of Highways Department of Fisheries	State Parks and Recreation Commission	Inter-agency Committee on Outdoor Recreation	Local Affairs Division Department of Commerce and Economic Development
West Virginia	Department of Natural Resources Division of Forestry	Department of Commerce	None	None

Table 3. (Continued)

State	Administrative Agency	Responsibility for Preparing Recreation Plans	Coordinating Agency	Agency Under- taking State Planning
Wisconsin	Wisconsin Conservation Department State Highway Commission of Wisconsin State Historical Society of Wisconsin Historical Sites Division	Department of Resource	State Recrea- tion Committee	State Planning Division Department of Resource and Development
Wyoming	Wyoming Game and Fish Commission Wyoming State Parks Commission State Board of Land Commissioners State Highway Department	State Parks Commission	None	None

Source: Bureau of Outdoor Recreation. State Outdoor Recreation Statistics, 1962, Outdoor Recreation Resources Review Commission Report No. 14 and Correspondence with Individual States.

Department of Conservation
and Economic Development

Division of Fish
and Game

Bureau of
Wildlife Management

Bureau of
Fisheries Management

Law Enforcement

Division of Resource
Development

Bureau of Parks
and Recreation

Bureau of Navigation

Bureau of Commerce

Bureau of Forestry

Division of Water
Policy and Supply

Division of
State and
Regional
Planning

Bureau of
Statewide
Planning

Bureau of
Regional
Planning

Bureau of
Community
Development

Figure 2. State Government's Organization for
Outdoor Recreation in New Jersey.

The Bureau of Commerce promotes the tourist trade and the resort industry by advertising the States' resources in newspapers, magazines, and brochures. The Bureau of Forestry, through multiple-use management of the forests, is engaged in the development and management of the State's woodlands for recreation and other purposes.

The Division of Water Policy and Supply operates no recreation facilities per se. However, the Division does make its facilities available for recreation uses that will not adversely affect its water supplies.

The Division of State and Regional Planning is responsible for programs that promote the orderly development of the State's physical resources. The Division has produced several reports about New Jersey's park and recreation needs. In 1960, the Land Use Committee of the Department of Conservation and Economic Development prepared a report describing the growth of demand for recreation facilities and estimating the future recreation needs of the State. The Land Use Committee is a special intra-departmental group; the Division's State-wide Planning Bureau serves as its technical staff. Legislation establishing the Green Acres Program for statewide development of recreation resources was introduced as a result of this report. The Bureau of Statewide Planning has been the administrative and coordinating agency for this Program. Formulation of standards for municipal and regional recreation facilities, recommendations for their locations, and programs for their development are the responsibility of the Bureau of Community Development and Regional Planning.⁴⁶

The administration of all major recreation activities by one agency has enabled the State of New Jersey to develop an effective overall recreation program. The coordinating of State recreation activities with other State activities and the recreation activities of Federal and local governments is reported to be a function of the Division of State and Regional Planning.

The New Jersey administrative framework, combining both recreation and state planning functions, offers distinct advantages. All major recreation functions are included in the agency; secondary recreation functions performed by other agencies, which are not included, need little coordination. Since the state planning function is in the agency with major recreation responsibilities there is a greater possibility of coordinating recreation programs with other State activities. However, recreation administration and state planning would both be more effective if placed in separate agencies with recreation closely coordinated with overall state planning.

The main disadvantage in the arrangement accrues to the state planning function. It is likely to be more effective as a separate staff agency or as a part of the Governor's Office. The state planning agency's effectiveness as an objective advisor and coordinator may be reduced because of its identification with specific line functions and its own operating programs.

California has placed the responsibility for the administration of its major recreation programs in its Resources Agency. The Agency is headed by a commissioner who is appointed by the Governor with the

consent of the Senate. The Commissioner is a member of the Governor's cabinet and the departments listed below operate under his supervision and direction. The Agency's Departments of Parks and Recreation, Fish and Game, Water and Resources, and Conservation are responsible for the development of California's outdoor recreation programs and facilities. (Figure 3 outlines the organization of the Agency.) The Department of Parks and Recreation has three operating divisions: the Division of Beaches and Parks, the Division of Recreation, and the Division of Small Craft Harbors.

A State Parks Commission has the responsibility for formulating general policies for the guidance of the Chief of the Division of Beaches and Parks. The Division of Beaches and Parks administers State parks, scenic and scientific reserves, historical areas, and State beaches. The Division's functions are to "acquire, protect, develop, and interpret for the inspiration, use, and enjoyment of the people of the state a well-balanced system of areas of outstanding scenic, recreation, and historic importance."⁴⁷

The General policy for the Division of Recreation is developed by a Recreation Commission and administered by the Division Chief. The Division's chief function is to advise local governments on ways to develop or improve their recreation programs. It also aids and encourages public recreation activities on a consulting basis and is responsible for formulating a comprehensive recreation program for the State.

The Small Crafts Harbors Commission provides policy direction for

The Resources Agency

Department of Parks
and Recreation

Division of
Beaches and
Parks

Division of
Recreation

Division of
Smallcraft
Harbors

Department of
Conservation

Division of
Forestry

Wildlife
Conservation
Board

Department of
Fish and Game

Department of
Water Resources

Figure 3. State Government's Organization for
Outdoor Recreation in California.

the recreation boating program which is administered by the Division of Small Craft Harbors. Its main responsibilities are harbor planning and development. The Division also registers and regulates boating equipment and enforces safety regulations in State waters.

The Department of Conservation has four divisions. Of these four, the Division of Forestry is the only one that has recreation responsibilities. A Board of Forestry formulated general policies for the Department, determines the areas to be protected, and approves picnicking and camping sites. It supports the multiple-use principle of forest management program.

The Department of Water Resources is responsible for planning and developing recreation facilities on State-constructed water resources development projects. The Department may acquire land necessary to implement plans for such development.

The Wildlife Conservation Board is also under the Resources Agency. It is composed of the President of the Fish and Game Commission and the Directors of the Departments of Finance and Fish and Game. The Board is responsible for acquiring lands and facilities suitable both "for recreation purposes and for the conservation, propagation, and utilization of the fish and game resources of the state."⁴⁹

Agencies with secondary recreation responsibilities include: the Department of Public Works; the Bureau of Health Education, Physical Education and Recreation; the State Land Commission; and the Department of Health. These agencies are independent of the Resources Agency.

The main difficulty of the existing California organizational arrangement is that separate commissions or boards independently establish

their own policy programs and regulations, which in turn are administered by line departments. As a result, the Commissioner has no real control over the policy direction of his departments.

A Governor's Committee on Organization of State Government has recommended that a single commission be established for all three divisions of the Department of Parks and Recreation: Small Craft Harbors, Beaches and Parks, and Recreation. The proposed commission would coordinate the programs of the divisions, "with available funds and resources channeled toward the greatest good." This proposal is now under study by the State's Little Hoover Commission.⁸⁰

When reorganized, the Agency will be able to coordinate more effectively the recreation programs of each Department and Division. However, the Commissioner will not have complete policy control over the Agency's program until all lay commissions are abolished. The Agency must work with the State planning agency, located in another department, in relating its recreation programs to other State activities and to overall State policies of development.

Inter-Agency Councils

A significant development in state recreation administration has been the establishment of state inter-agency councils for outdoor recreation. The recreation council organization has been adopted by 17 states, as shown in Table 4.

These coordinating councils are generally attached to the executive branch of state government and are usually composed of the department heads whose agencies have outdoor recreation responsibilities. State

agencies represented on the various inter-agency councils include education, health, mental health, conservation, parks and recreation, social welfare, economic development, state police, administration, library, historical commission, tourists council, highway, water resources, and civil service. The membership can include as ex officio members representatives of private interest groups or citizen representatives. These councils are organized usually on a formal basis and have formal meetings.

These inter-agency councils perform a variety of recreation activities. Their main duties are to harmonize the often overlapping and conflicting state outdoor recreation activities and prepare coordinated and long range recreation plans. Some councils coordinate the services which its members provide to local governments and private enterprise. The Kansas Inter-agency Recreation Council is responsible for coordinating the recreation programs of the State and local agencies with those of the Federal Government. The coordinating function of the Council operates mainly at the policy making level. Day-to-day recreation coordination is normally done on an informal basis between the staffs of the member departments.

An inter-agency council takes one of the following forms:

1. Voluntary inter-agency councils or committees with a separate budget appropriated by the state legislatures for coordinating services,
2. Voluntary inter-agency councils or committees with leadership and funds provided by state departments or agencies,
3. Voluntary inter-agency councils or committees without a definite budget, but operating on the basis that each member agency will share the costs, or

4. Inter-agency councils or committees appointed by executive order of the Governor.⁵¹

In 1963, the North Carolina Governor's Coordinating Committee on Recreation was established. It is composed of the heads of eight state departments. While the Council meets only four times a year, subcommittees meet when necessary. The duties of the agency include the coordination of State outdoor recreation programs and the preparation of a statewide outdoor recreation plan. The Council cooperates with the State soil and water conservation districts, the Academy of Science, and the Research Triangle.⁵²

The Governor of Louisiana, by executive order, established a Recreation Advisory Council. Seven State agencies with outdoor recreation responsibilities are represented on the Council. The participants are the State Park Commission, Forestry Commission, Fish and Wildlife Commission, Highway Department, Agriculture Commission, the Public Works Department, and the Tourist Development Commission. There are also two landscape architects serving on the Council. The purpose of the Council is to coordinate all the State's recreation activities, especially in those areas where the agencies' functions overlap or conflict. The Council attempts to bring local recreation plans into harmony with the State's outdoor recreation plan.⁵³

The Governor of Missouri has sent a bill to the Legislature that would establish a "State Inter-agency Council for Outdoor Recreation." This council would be composed of the following State agencies:

Department of Public Health and Welfare;
Division of Commerce and Industrial Development;

Missouri Boat Commission;
 Missouri Conservation Commission;
 Missouri State Park Board;
 Division of Geology Survey and Water Resources;
 State Highway Commission;
 University of Missouri;
 Water Pollution Board;
 Water Resources Board.

Section 5 of the Bill states that the functions of the State inter-agency council will be:

1. the official State agency for liaison with the Federal Bureau of Outdoor Recreation;
2. the official State agency to receive and disburse Federal funds available to this State for overall outdoor recreation planning; and
3. the official State agency to receive and allocate to the appropriate State agencies, political subdivisions, or other public agencies, Federal funds available from the Land and Water Conservation Fund, P. L. 88-578, for outdoor recreation programs.
4. a forum for consideration of outdoor recreation problems affecting member agencies and an advisory and planning agency for overall outdoor recreational programs. The council may provide information and advisory services for any political subdivision requesting its services.⁵⁴

An outdoor recreation administration study for Massachusetts has concluded: "...this coordinating role cannot be logically assigned to a single existing agency; due to the inter-related nature of so much of outdoor recreation planning and development, it is suggested...that a separate entity be established for this purpose. This has been referred to as an Inter-agency (or Inter-governmental) Council for Coordinated Recreation Planning."⁵⁵ The report further suggests that:

Such a unit would be made up of individuals representing the planning staffs of the several agencies involved. The designation and administrative status of this unit is not of basic importance at this stage. The present Inter-agency Committee (ad hoc), provided with minimal staff support, and formalized on a permanent basis, could well constitute the nucleus of such an organization. The important consideration is that some type

of inter-agency framework, representing private as well as public interests, needs to be created to provide the coordinating function, to act in an advisory capacity to the legislature and to the executive, as well as to the major agencies and boards involved. It could assist in formulating broad policy guidelines for long-term recreation planning and development in the Commonwealth.⁵⁶

The main advantage of the inter-agency councils is that they are effective in bringing together, for discussion and exchange of views, the state agencies with recreation responsibilities. The council could be used as one alternative coordination method in states where recreation responsibility is shared by several agencies. Since agencies are involved mainly at the policy level in council meetings they still retain the initiative and vitality in the administration of their own programs.

As a loose confederation of line agencies the council is handicapped in performing a staff function, coordinating and planning recreation activities. It has no control over the member line agencies in seeing that they carry out the policy that is developed, since the line agencies take or reject the advice given and can formulate their own policies. As a result, the councils deal only with noncontroversial issues that can be satisfactorily resolved to each agency's satisfaction and do not formally coordinate day-to-day administrative activities. For example, the legislation authorizing the Kansas Joint Council on Recreation states: "...is hereby declared to be the legislative intent that decisions as to financial commitments and as to specific areas of activity to be undertaken by State agencies are not to be transferred from responsible agencies and that the power of the council shall be limited to planning and recommendations."⁵⁷

No examples of councils coordinating recreation policies with overall state plans and objectives were reported. However, councils should make an effort to relate their activities to state plans and work closely with the state planning agencies in this process. If a state planning program does not exist, the council should attempt to relate its recreation proposals to overall state resources, needs and finances.

Two or More Independent Agencies

Thirty-nine states have assigned responsibility for outdoor recreation programs to two or more independent agencies. The patterns of organization of these recreation agencies have been complex. Massachusetts, for example, has 10 parks agencies. Many states have separate administrative organizations for wildlife management and park management. The maintenance of state forests is normally undertaken by a forestry commission. Each organization usually has its own governing commission.

The administration of recreation programs by two or more agencies has been attacked by some organizations and individuals as unworkable.

The Outdoor Recreation Resources Review Commission has concluded:

There are a proliferation of policies, a multitude of agencies, ten-score activities, and an interest group of clientele for each activity...it is this very overabundance of concern and fragmentation of responsibility that complicates, and in part even creates, "the outdoor recreation problem."⁵⁸

Morton Grodzins, a professor of Political Science at the University of Chicago, has suggested that such an administrative pattern is workable. He feels that other American government functions have been successfully administered by more than one agency. His reasons are:

(1) the overlapping concern of many government agencies in a single area does not prohibit but rather invites the establishment of general goals by the Central Government.

(2) the existence of many government agencies operating freely in a single program area preserves a desirable openness to the system since there are many sources of initiative, not just one.

(3) a system of many power centers is well suited to meet the infinite variety of expressed recreation needs.

(4) many agencies operating in recreation are effective in meeting the growing demand for recreation, even if their programs overlap to a degree.⁵⁹

There appear to be valid reasons to administer recreation programs by two or more independent agencies. Under this system each agency can undertake its best possible program. It can establish its own goals and is responsible for its own activities.

However, there is a need for coordination under the independent agency arrangement. This coordination can be formal, such as through inter-agency councils, as discussed, or by informal arrangements.

Many state recreation activities are carried out by two or more separate agencies without formal means or organizations for coordinating these activities. It is probable that some state agencies coordinate recreation activities informally. Informal coordination can be accomplished through memoranda of understanding and by interagency staff cooperation in planning and administering recreation programs.

In Tennessee, the memorandum of understanding has been proposed as a method of coordinating and implementing recreation activities.

One agreement, proposed in the State plan, states the degree of participation of the Department of Highways, the Division of State Parks, the Game and Fish Commission, the State Property Administrator, and the State Planning Commission in a lake-access development project. That division of responsibilities is outlined as follows:⁶⁰

State Highway Department

1. encourage counties to improve access roads in the area.
2. consult with the Game and Fish Commission regarding the effect of road building in vicinity of access areas.
3. post and maintain access-area directional signs in primary system right-of-way.

State Game and Fish Commission

1. keep each agency informed of its development plans.
2. consult with agencies concerning pending future transfers by TVA and proposed local plans for area development.

Division of State Parks

1. provide technical assistance to counties, cities, and local civic groups in the development of reservoir access points.
2. perform certain maintenance work on access points near state parks or areas possessing recreation potential of value to general citizenry of the state.

Planning Section, Division of Finance and Administration

1. provide planning services that are necessary in coordinating the activities of cooperating state agencies and Federal agencies.
2. encourage counties and cities to proceed with access area development in accordance with general state plans.
3. review state comprehensive plan in view of the transferring of additional areas to state jurisdiction.

State Property Administrator

1. maintain a file of the plats and accompanying legal documents of the access areas transferred to the state.

The States of California, Colorado, Kansas, Louisiana, Massachusetts and Tennessee have coordinated their recreation programs through comprehensive recreation planning. In Tennessee, the State Planning Commission, Fish and Game Commission, Department of Conservation and Commerce, and the Department of Highways jointly prepared an outdoor recreation plan which helped to develop a coordinated State recreation policy. Since the State Planning Commission was involved, recreation was related to overall state activities and objectives. The Kansas outdoor recreation plan involved the State Forestry, Fish and Game Commission; Parks and Resources Authority; State Highway Commission; State Historical Society; and the State Department of Economic Development.

State agencies cooperate informally with each other in administering recreation programs. The Massachusetts Department of Natural Resources, the Department of Public Works, and the Division of Highways conduct a cooperative program for roadside development. The Department of Natural Resources furnishes logs for construction of picnic tables which are assembled by penal labor provided by the Division of Highways. The Department of Public Works pays logging and milling costs and provides any necessary hardware.

The Alabama Department of Conservation and the Highway Department cooperate in the construction of public access to recreation water areas. Under the program, begun in 1957, the Department of Conservation

selects, plans, and designs the access areas. The Highway Department provides labor, materials, and equipment for the construction of roads, sanitary facilities, parking areas and similar facilities and bills the Department of Conservation for actual cost. Access roads, not exceeding one-half mile, are provided free of cost to the Department of Conservation.⁶¹

The Texas State Park Board has established cooperative relationships with the Highway Department which maintains all roads in State parks. The cost of road building in the parks is shared by the two agencies. Also, the Texas Forest Service and the Park Board have coordinated the cutting of timber and reforestation work in several of the State parks.⁶²

The Oregon State Game Commission, which has both sport fish and game responsibilities, has developed informal cooperative relationships with other State agencies. When the creation and development of State parks affects stream access, the Game Commission works closely with the staff of the Parks and Recreation Division of the State Highway Commission to improve access to the water. The Highway Commission and Game and Fish Commission staffs cooperate to work out adjustments when road construction will affect fish spawning or stream access. The Game Commission works closely with the State Forestry Department with regard to such problems as research to alleviate deer damage to tree farms.⁶³

These examples of informal cooperation can probably be duplicated in each of the 22 states that have no formal coordinating organization.

However, these states should consider establishing inter-agency coordinating councils to formalize and extend their patterns of cooperation. In states where this is not feasible, consideration should be given to the use of a memorandum of agreement between state agencies having complementary or overlapping responsibilities. The Tennessee example could be used as a guide for other cooperative programs.

Intergovernmental Activities

Some states have regional recreation needs that are being met on interstate or intrastate levels. The state's responsibility in these programs can vary from passing enabling legislation or active participation in the program to encourage action by regional organizations.

Interstate Activities

Some potential recreation developments such as river basins, access in mountainous or wilderness areas and natural or scenic areas may overlap state boundaries and require interstate treatment. These opportunities may be developed by: (1) the establishment of an interstate compact; (2) a memorandum of agreement between states; or (3) the creation of an interstate authority.

The Delaware River Basin Compact is a good example of the first approach. A Water Research Foundation for the Delaware River Basin recommended, after an extensive study was completed, that the States of New Jersey, Delaware, New York and Pennsylvania and the Federal Government establish an agency that would be responsible for the development of the resources of the Basin. An interstate compact

was suggested as the best way to organize a unified administrative agency.

The Delaware River Advisory Committee, composed of the Governors of the four States and the Mayors of New York and Philadelphia prepared a proposed draft to be used by the U. S. Congress in establishing this interstate Federal compact. The legislation, passed in 1961, was unique in that it made the Federal Government a party to the compact.

A Commission was established as a governing body, composed of the Governors of each of the four States and a member appointed by the President. One of the principal duties of the Commission is to formulate and conduct programs for improving recreation and the management of fish and wildlife resources. The Commission is formulating methods of estimating the values to be attributed to the recreation potential of the reservoirs planned throughout the Basin.⁶⁴

The only interstate compact that was organized primarily for recreation development is the Palisades Interstate Park Commission. This compact was formed in 1937 between the States of New York and New Jersey. Between 1900 and 1937, each of the two States had its own Palisades Interstate Park. All the State Boards were dissolved and their functions transferred to the Commission.

The Compact "provided that the Palisades Interstate Park continue to exist and be maintained in the two States as an Interstate Park. The States pledged faithful cooperation in the future planning, improvement, development, maintenance, government and management of the Park."⁶⁵ The Commission has been successful in preserving the Palisades along

the Hudson River. Parks, access roads, swimming areas, winter sport areas, historical areas, nature trails, camping facilities, wildlife sanctuaries and a parkway have been developed by the Commission.

A second approach that could be used in promoting interstate recreation opportunities is by memoranda of agreement between states. Although memoranda of agreement have not been used between states in the recreation field, they have been successful, for example, in education. The Southern Regional Education Board, composed of Southern states, has used memoranda of agreement, reciprocal in nature, to capitalize on the individual strengths of the states' educational systems. If a state lacks a certain educational program, such as architecture, another state with a school of architecture makes its facilities available to the former's students.

Using this approach, a state such as New Jersey could enter into agreements with another state, such as West Virginia. Each could agree to provide the other with certain outdoor recreation facilities. New Jersey could provide seashore facilities for West Virginia while West Virginia could develop large parks or wilderness areas for the use of New Jersey residents. The advantage of these agreements is their flexibility in meeting changing needs and circumstances.

The Port of New York Authority (PNYA) is an example of an interstate organization that could be used to meet recreation opportunities. The Authority, created in 1921 by the State legislatures of New York and New Jersey and approved by Congress, became effective in April, 1921 as the agency to develop the New York port's facilities and commerce. The

administration of the Port Authority is by twelve commissioners, six from each State, who are gubernatorial appointees.

The Compact creating the Authority prohibited it from assessing taxes or relying on funds provided by the two States. Therefore, the PNYA has been required to pay all expenses, including interest and amortization of its bonds, maintenance and operation charges, from its revenues.⁶⁶

An interstate authority with recreation responsibilities appears to be a feasible method of meeting certain kinds of interstate recreation needs. For example, two or more states could form an authority with the development of recreation as its major function by using the same legislation establishing an independent agency with the same state functions and authorities. Since recreation is largely non-self-supporting the participating state would probably find it necessary to support the authority through legislative appropriation.

States should take advantage of interstate recreation opportunities by using the memorandum of agreement, interstate compacts or authorities. The memorandum of agreement's main advantage is its flexibility. The memorandum does not require extensive legislation nor is it necessary to establish an agency with recreation powers. All that would be necessary would be for states to enter into an agreement with each other stating responsibilities in a recreation development or program. The agreements can be administered by an existing agency and each state would provide funds to meet its own responsibilities. The interstate commission and authority organizations are best suited

for large scale programs or projects which require the establishment of a separate agency to administer the recreation program. These two organizational arrangements can provide an agency that will be relatively permanent with sufficient powers to carry out its responsibilities. The commissions or authorities programs can be financed by providing for appropriations and by giving them the power to sell bonds.

Intrastate Activities

The problem of providing recreation facilities and programs often transcends the boundaries of individual cities and counties and is intrastate in scope. Local governments, however, are often unable to meet regional needs without a proper framework in which to operate. It has been necessary therefore, for the state to provide enabling legislation that allows the formation of regional agencies that have recreation as either their primary or secondary function.

Three types of regional organizations have been developed which provide for recreation. One type is the regional park authority, such as the Huron-Clinton Metropolitan Authority and the Northern Virginia Regional Park Authority. They are organized to provide recreation facilities and programs on a regional basis. The second type is the park and planning commission, such as the Maryland-National Capital Park and Planning Commission, which has both planning and recreation duties. The third type, such as the Central and Southern Florida Flood Control District and the Muskingum Water Conservancy District, has generally promoted recreational activities as a part of water resources development programs.

The Huron-Clinton Metropolitan Authority was established in 1939 to enable the five counties surrounding the city of Detroit, Michigan, to join in a metropolitan district "for planning, promoting, acquiring, constructing, owning, developing, maintaining, and operating either within or without their limits, parks, connecting drives, or limited access highways."⁶⁷ The Authority is authorized to levy taxes, make assessments, issue revenue bonds, and authorize condemnation proceedings for such purposes.

The Northern Virginia Regional Park Authority was formed in 1959 under the Virginia Park Authorities Act, which permits political subdivisions to form a park authority. The Authority was formed by the Cities of Fairfax and Falls Church and the Counties of Arlington and Fairfax.⁶⁸

The Maryland-National Capital Park and Planning Commission is an example of a regional agency that has both recreation and regional planning functions. The Commission was established by the Maryland General Assembly in 1927. The Commission boundaries include Montgomery and Prince Georges Counties. Under a law passed at the 1949 session of the Maryland General Assembly, the Commission was authorized to extend its boundaries at the request of a local government. The Commission's duties are to prepare and maintain a regional plan and construct and operate a system of regional parks. The Commission has been able to develop a good system of parks coordinated with long-range regional plans.⁶⁹

The Central and Southern Florida Flood Control District, covering an 18-county area, is actively engaged in the promotion of recreational development as a part of its water control program. A Director

of Recreational Development has been hired for the District's staff. A number of inter-county recreational committees have been organized. Fifteen access sites have been developed to permit greater public use of the network of waterways being constructed and maintained by the District.⁷⁰

In 1937, the Muskingum Watershed Conservancy District (MWCD) was established, as a corporate subdivision of the State under the 1937 Conservancy Act of Ohio. Its purpose was to develop a program of integrated land and water development in the Muskingum River Basin in Ohio. The District is responsible for preparing plans for the watershed, publishing and hearing objections to the official plan, and presenting the plan for adoption by a conservancy court, which is made up of judges from each County's Court of Common Pleas. The District is also empowered to levy taxes to finance its programs.

The MWCD's approach to watershed development became less comprehensive after the Federal Government's assumption of flood control responsibilities in 1936. Recreation development has suffered because the District has adopted a policy of self-support. The Conservancy District can be effective in developing recreation in conjunction with other elements of a coordinated watershed program, such as flood control, forestry, and agriculture. The financing ability of this type of district can be used effectively in meeting recreation demands.⁷¹

Another method that the state can use in helping to provide

regional recreation programs is to enact legislation that would authorize counties to enter into a memorandum of agreement for joint support of recreation programs. This agreement could be designed to have the same advantages as the interstate agreements. No new agency would need to be established to administer the agreement between the counties. If a regional park was established across a county boundary, each county could share the financial responsibility by maintaining the park that is in its jurisdiction. The agreement could be used to enable one county to develop, say, its mountainous parks while another developed its water-based recreation areas, each of which could be used by either county. By using the memorandum of agreement, local governments could proceed to develop regional or metropolitan parks without the necessity of creating an agency for this purpose.

Some states have what is often called a "joint powers act" which enables local governments to do jointly anything that they are permitted to do separately. Minnesota is one State that has this legislation and the Intergovernmental Relations Commission has advocated it for all states and suggests the adoption of a model act.⁷²

Consideration should be given by states to developing regional or metropolitan recreation activities and programs that are beyond the jurisdiction of local governments. If the initiative for regional action has come from local governments, enabling legislation should be passed to allow them to take advantage of the regional recreation opportunities. This legislation could allow the formation of regional park and planning commissions or park authorities or of other regional agencies that

would administer recreation as a part of their overall program. An example of the latter could be a regional water resource agency or an area planning and development association or commission. Matching grants might be provided to stimulate the formation of these regional agencies.

States should also consider developing metropolitan or regional parks as a state responsibility without waiting for local pressure. A state could use one of two approaches in administering metropolitan parks: (1) decentralization of all state development activities in a number of regional offices or (2) administration of recreation activities through existing regional offices of state agencies.

States should also consider developing metropolitan or regional parks as a state responsibility. In organizing to provide this service states with a single recreation agency could establish in it a division of metropolitan or regional parks or place a regional division of the agency in a particular metropolitan area or region. In states that have several departments providing regional recreation facilities, the state could take similar action after forming an inter-agency council to coordinate recreation activities.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

All states are now preparing recreation plans. These plans will vary in content and approach. The Bureau of Outdoor Recreation requires that state recreation plans contain certain basic information if a state is to be eligible to receive funds from the Land and Water Conservation Fund Act of 1964. In the past, some state departments with recreation responsibilities have prepared their own recreation plans. These plans have not always been related to the recreation plans prepared by other state agencies or to an overall state plan of development. Other states have already prepared comprehensive recreation plans which bring together most or all of the state's recreation programs into one document. Still others have included recreation as an important element in an overall state planning program.

States have used their powers to enforce regulations for the management and protection of outdoor recreation activities. Hawaii has adopted a zoning ordinance which controls and preserves scenic and esthetic values in recreation areas. All states have water pollution control and abatement laws. Most states have boating laws.

States are making efforts to coordinate local and Federal recreation Programs. Coordination has been most effective in these states that are engaged in comprehensive rather than piece-meal recreation planning. More states should develop these coordination programs to

bring the recreation activities of the various levels of government into harmony and promote wise use of funds budgeted for development of recreation resources.

States usually provide local governments with some forms of technical assistance for their recreation programs. This assistance often includes planning, the establishment of standards for recreational areas, and information concerning facility design and program development.

Several states provide financial assistance to local governments. The Green Acres Program of New Jersey and the Massachusetts grant program are good examples. The purpose of these programs is to stimulate local recreation activity by providing financial inducements.

Some states have attempted to stimulate private recreation developments by providing information on possible recreation business enterprises, the enactment of limited liability legislation, wildlife stocking, tourist promotion, and experimental programs.

Outdoor recreation activities are administered: (1) by single agencies; (2) by inter-agency coordinating councils or (3) by two or more independent agencies. Each of these organizational methods has advantages that accrue to the state using it.

States have participated in interstate and intrastate recreation programs. Interstate recreation programs have been undertaken by intrastate commissions. Interstate recreation opportunities can also be developed through interstate authorities and by the use of a memorandum of agreement. Some states have met their intrastate or regional recreation responsibilities by authorizing recreation authorities, park and planning commissions, and water conservation districts. An

intercounty memorandum of agreement could also be used to aid local governments in meeting regional recreation needs.

States should develop comprehensive recreation programs consisting of the outdoor recreation activities in which the state has determined it should participate. These programs should be based upon adequate research and should relate state recreation activities to other state activities. In developing a comprehensive recreation program, a state should consider the following:

1. Initiation of a comprehensive state planning program which includes recreation plans in proposals for developing and financing state facilities and services.

2. Coordination of all outdoor recreation activities of state agencies and Federal and local Governments. This can be accomplished by working with the Bureau of Outdoor Recreation and using memoranda of agreement.

3. Adoption of marine pollution control laws designed to protect the health and safety of those participating in outdoor recreation activities. States should work with local governments to find some method of adopting and enforcing regulations to protect recreation resources such as shorelines around reservoirs.

4. Providing local governments with technical and financial assistance for planning and developing outdoor recreation facilities and programs.

5. Constructing and operating metropolitan and regional parks.

6. Aiding private enterprise, where necessary through legislative

assistance, informational services, training programs and land management services.

In order to implement a comprehensive recreation program a state should organize those agencies responsible for recreation activities. The best form of organization for recreation in an individual state will depend upon the overall organization of state government. However, in organizing to administer both state and intergovernmental recreation activities, states should consider the following alternatives:

1. In a state where there is one recreation agency with the major recreation activities, consideration should be given to allowing it to accept the responsibility for developing a comprehensive recreation program. This agency should work with the state planning agency to assure that recreation proposals are compatible with overall state plans and policies.
2. In states where there are a number of separate recreation agencies, each often responsible to its own policy-making board or commission rather than to the governor, consideration should be given to establishing some form of inter-agency recreation council. The council's function should be to formulate a comprehensive state recreation program. Day to day coordination could be handled through informal arrangements. Where a council is formed, individual agencies continue to administer their own programs and retain their initiative and vitality.
3. Consideration should be given to establishing a state planning agency since the state planning function is normally not a part of the program of a recreation agency. Recommendations for the organization of the state planning agency is not within the scope of this study.

4. In instances where a state undertakes the construction and operation of regional and metropolitan parks consideration should be given to establishing a metropolitan park division in the recreation agency or establishing a regional office of the recreation agency in each region or metropolitan area to administer the program.

5. States with interstate recreation opportunities could possibly establish interstate compacts or authorities or use the memorandum of agreement in developing these opportunities.

The formulation of a comprehensive recreation program and the establishment of an organization capable of administering this program should be considered by the states. The successful initiation of a comprehensive recreation program and the establishment of an adequate organization will enable the states to more adequately meet the recreation needs of its citizens.

BIBLIOGRAPHY

LITERATURE CITED

1. Outdoor Recreation Resources Review Commission. Outdoor Recreation for America. Washington: Government Printing Office, 1962, p. 137.
2. U. S. Congress, House of Representatives. An Act to Establish a Land and Water Conservation Fund... Public Law 88-578, 88th Congress, H. R. 3846, September 3, 1964.
3. Hawaii Department of Planning and Research. Why Comprehensive Recreation Planning in the DPED? Honolulu: The Department, February 8, 1965.
4. Wisconsin Department of Resource Development. A Plan for Wisconsin. Madison: The Department, n.d., pp. 69-84.
5. Delaware State Planning Office. State Planning Program for Delaware. Dover: The Office, September, 1963, pp. 16, 17.
6. New Hampshire State Planning Project. Letter from Mary Louise Hancock, Director. March 8, 1965.
7. Outdoor Recreation Resources Review Commission. Directory of State Outdoor Recreation Administration. ORRRC Study Report 14. Washington: Government Printing Office, 1962, pp. 77-79.
8. New Mexico State Planning Office, Letter from Wheeler Olcott, Recreation Planner. March 5, 1965.
9. State of Utah. Letter from Robert P. Huefner. Coordinator. April 1, 1965.
10. California Public Outdoor Recreation Commission. California Public Outdoor Recreation Plan. Part I. Sacramento: The Commission, 1960, p. 9.
11. Tennessee State Planning Commission. Public Outdoor Recreation Resources in Tennessee: Inventory and Plan for Development 1962-?. Nashville: The Commission, 1962.
12. University of Massachusetts, College of Agriculture, The Cooperative Extension Service. Outdoor Recreation in Massachusetts: A Report on the Administration of Public Recreation Resources in Massachusetts. Prepared for the Governor's ad hoc. Inter-Agency Committee on Outdoor Recreation. Amherst: The Service, October, 1964, p. 51.

13. Outdoor Recreation Review Commission. Directory...op. cit., pp. 115, 116.
14. Ibid., pp. 97-101.
15. Ibid.
16. Hawaii Department of Land and Natural Resources, Division of State Parks. A Comprehensive Plan for Hawaii State Parks. Honolulu: The Division, February, 1962, p. 32.
17. Smith, Julian W. and others. Outdoor Recreation. Englewood Cliffs, N. J., Prentice-Hall, Inc., 1963, p. 19.
18. Outdoor Recreation Resources Review Commission. Federal Agencies and Outdoor Recreation. Washington: Government Printing Office, 1962, p. 48.
19. Ibid.
20. Ibid., p. 58.
21. Wisconsin Department of Resource Development. Preliminary Draft of Waterfront Renewal Project Report. Madison: The Department, n. d., p. 67.
22. Outdoor Recreation Resources Review Commission. Directory...op. cit., pp. 108-109.
23. U. S. Public Health Service. Digests of State Laws for Boats and Marinas. Washington: The Service, n. d., p. 1 (Mimeograph).
24. Ibid., pp. 3-4.
25. State of Hawaii, Department of Planning and Research. State Planning in Hawaii, 1957 to 1963. Honolulu: The Department, 1963.
26. California Public Outdoor Recreation Commission, op. cit.
27. Kansas State Park and Resources Authority, Kansas Recreation -- Past, Present and Future. Topeka: The Authority, 1964.
28. Outdoor Recreation Resources Review Commission. Federal...op. cit., p. 66.
29. Outdoor Recreation Resources Review Commission. "The Many American Governments and Outdoor Recreation," by Morton Grodzins, Trends in American Living and Outdoor Recreation. Washington: Government Printing Office, 1962, p. 62.

30. State of Utah, op. cit.
31. Kansas, op. cit., p. 71.
32. U. S. Department of the Interior. The Bureau of Outdoor Recreation - Declaration of Intent. News Release. Washington: The Department, June 21, 1962.
33. Tennessee State Planning Commission. Municipal and County Recreation in Tennessee. Nashville: The Commission, August, 1962, p. 86.
34. Ibid.
35. University of Massachusetts, op. cit., p. 64.
36. New Jersey Department of Conservation and Economic Development. Local Assistance Program, Green Acres Procedural Guide. Trenton: The Department, January, 1965, p. 1.
37. National Association of Counties and National Recreation Association. "A Survey of State Outdoor Recreation Financing Programs," by William Duddleson, County Parks and Recreation...a Basis for Action. Washington and New York: The Associations, 1964, pp. 248, 249.
38. Outdoor Recreation Resources Review Commission. Directory...op. cit., p. 130.
39. National Association of Counties and National Recreation Association, op. cit., pp. 269-72.
40. New Hampshire State Planning Project, op. cit.
41. University of Massachusetts, op. cit.
42. Minnesota, Laws of 1961, c. 638, H. F. No. 1294, sec. 4.
43. Outdoor Recreation Resources Review Commission. Directory...op. cit., p. 85.
44. University of Michigan, School of Natural Resources. Proceedings of the National Conference on Outdoor Recreation Research. Ann Arbor: Ann Arbor Publishers, May, 1963, p. 75.
45. Ibid., p. 77.
46. Outdoor Recreation Resources Review Commission. Directory...op. cit., pp. 77-79.

47. Ibid., p. 10.
48. Ibid.
49. Ibid., p. 12.
50. California Resources Agency, Department of Parks and Recreation. Proceedings, Governor's Regional Conference on Recreation Planning. Sacramento: The Department, April 25, 26, 1963, p. 16.
51. Smith, op. cit., p. 208.
52. North Carolina Park and Recreation Agency. Personal interview with Mr. Ralph Andrews, Director, Raleigh, North Carolina, February 24, 1965.
53. Louisiana Recreation Advisory Council. Personal interview with Mrs. Joe Wood, Staff Representative, Baton Rouge, Louisiana, February 25, 1965.
54. Missouri Conservation Commission, Jefferson City, Missouri. Letter from Edwin H. Glaser, Planning Officer. March 5, 1965.
55. University of Massachusetts, op. cit., p. 63.
56. Ibid.
57. Kansas House of Representatives. An Act Creating a Joint Council on Recreation..., House Bill No. 891. 1965 Session, pp. 2,3.
58. Outdoor Recreation Resources Review Commission. A Progress Report to the President and to the Congress. Washington: Government Printing Office, 1961, p. 62.
59. _____. "The Many American Governments...", op. cit., p. 67.
60. Tennessee State Planning Commission. Public...op. cit., pp. 205-209.
61. Outdoor Recreation Resources Review Commission. Directory...op. cit., p. 2.
62. Ibid., p. 115
63. Ibid., pp. 98, 99.
64. Delaware River Basin Advisory Committee. Summary of Major Provisions of Delaware Basin Compact. Dover: The Committee, February, 1961.

65. Palisades Interstate Park Commission. Palisades Interstate Park, 1900-1960. Bear Mountain, New York: The Commission, 1960, p. 54.
66. Port of New York Authority. The Port of New York. New York: The Authority, 1952.
67. Outdoor Recreation Resources Review Commission. Directory...op. cit., pp. 59, 60.
68. National Association of Counties and National Recreation Association. "The Voluntary Regional Cooperation Approach to Public Park Development," by Stuart DeBell. op. cit., pp. 211-214.
69. The Maryland-National Capitol Park and Planning Commission. Park Progress. Riverdale and Silver Springs, Maryland: The Commission, 1953.
70. Florida Outdoor Recreational Development Council. Florida's Outdoor Recreation Programs -- The First Year. Tallahassee: The Council, September, 1964, p. 39.
71. Craine, Lyle E. "The Muskingum Watershed Conservancy District: A Study of Local Control," Law and Contemporary Problems. Vol. 22, No. 3, Summer, 1957, pp. 378-404.
72. Advisory Commission on Intergovernmental Relations. State Legislative Program of the Advisory Commission on Intergovernmental Relations. Washington: Government Printing Office, October, 1963, p. 145-53.